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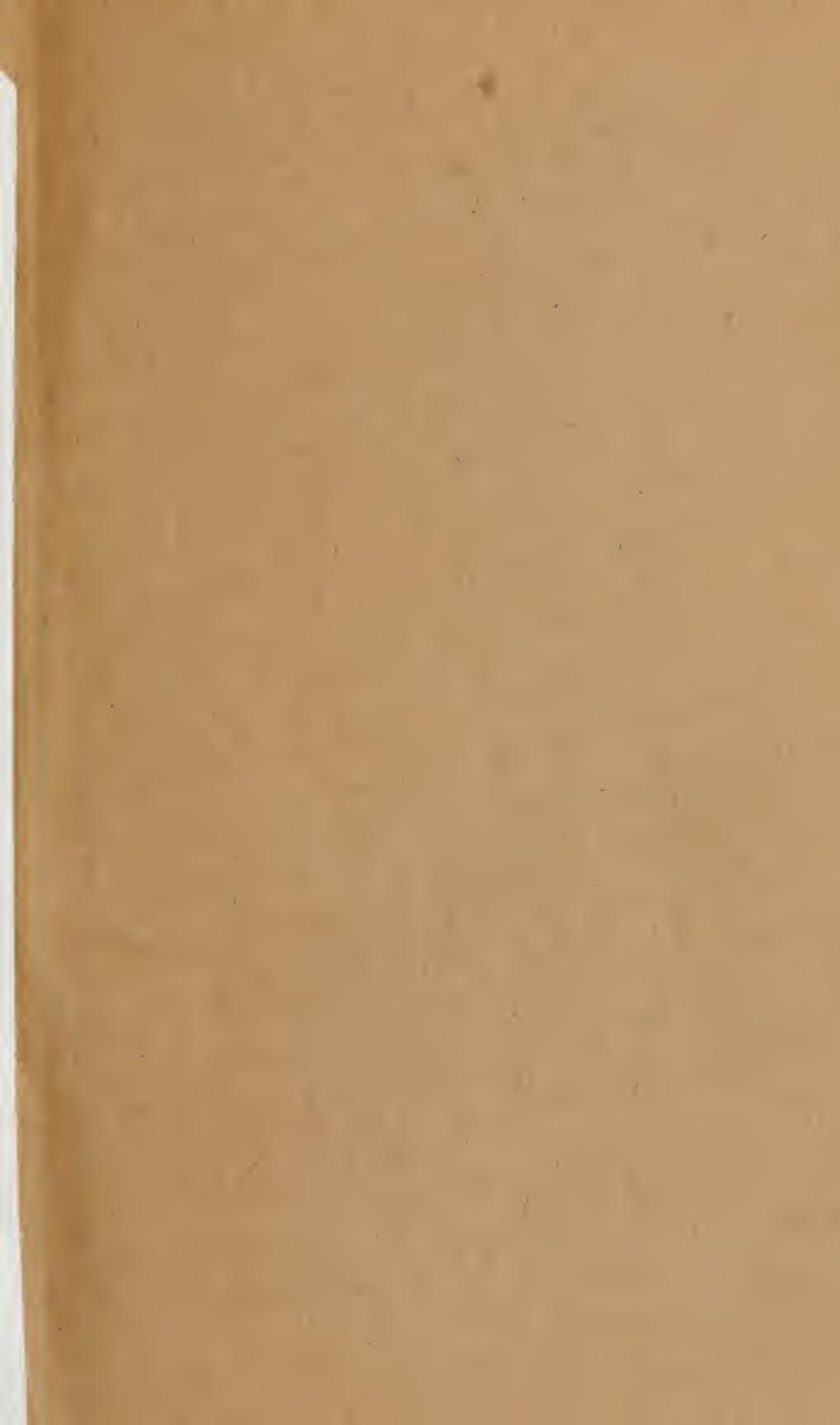


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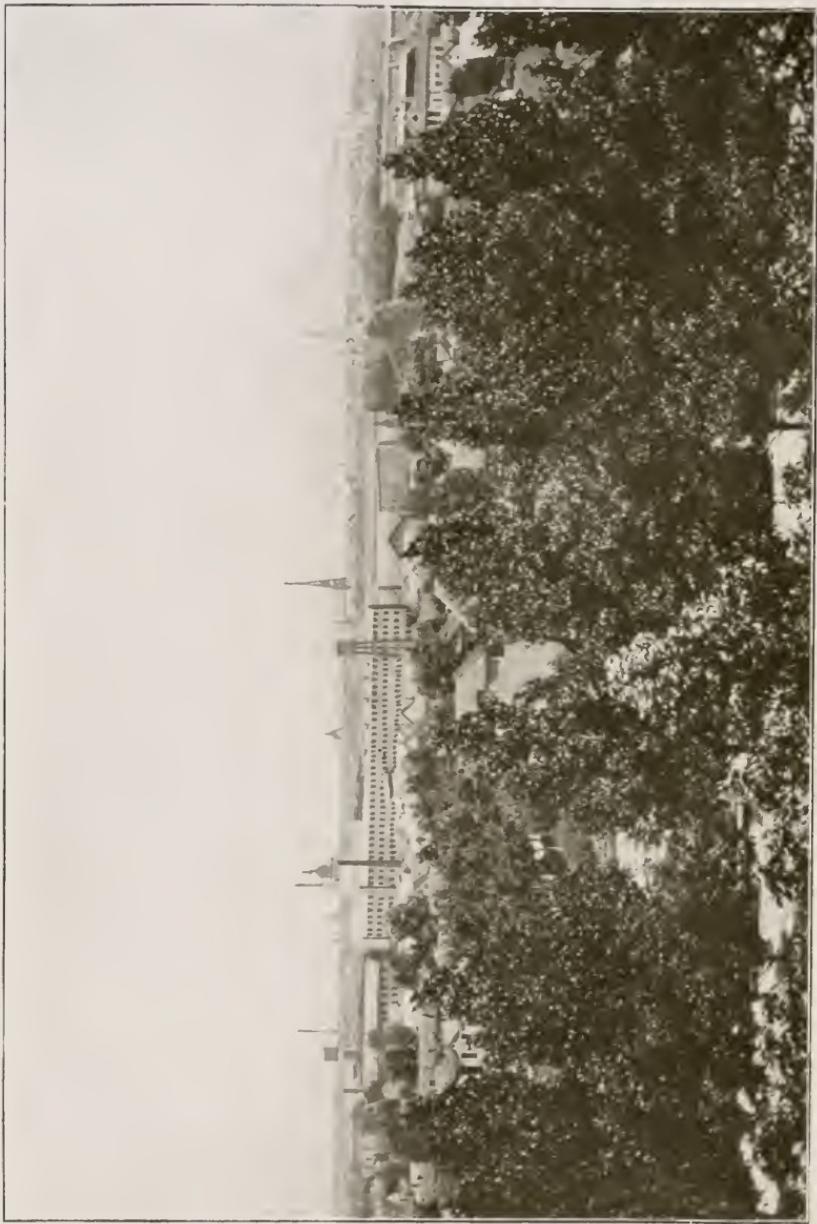
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Fort Wayne from the Reservoir.



REPORT OF

CHARLES MULFORD ROBINSON

FOR

Fort Wayne Civic Improvement
Association

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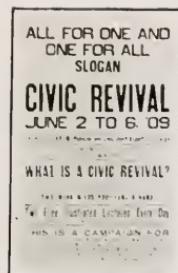
JUST as an artist is able to create a plan of a church or palace that is perfectly adapted to its purposes; just as, in such cases, it is his task to work with a conscientious regard for all the demands imposed by necessity—so artistic city planning is to be understood as that which does not work according to systems, but according to the specific conditions of the case in hand.

Not art alone, but the appropriate development of all the possible advantages, with due regard to the specific problem, is the aim. The artistically creative city planner should seek out all peculiarities of the site, and emphasize them according to their individuality."

—“*German City Planning*,” by Cornelius Gurlitt.

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Introduction.

*To the Fort Wayne Civic Improvement Association,
Fort Wayne, Indiana.*

GENTLEMEN :

Considered abstractly, the civic improvement problem which is presented by Fort Wayne is exceedingly interesting. This is for three special reasons:

It has the interest, first, of being representative of a group of problems, for Fort Wayne is typical of a large number of industrial cities that require readjustment. The population of these cities is hard working and, in the aggregate, large. To add to the beauty of one such city, to the opportunities it offers for healthful exercise out-of-doors; to make it in every way a better place to live in without unreasonable municipal expenditure, could not fail to be helpfully suggestive to other similar cities and hence to perform a great social and economic service—social, because one would thus be brightening many lives; economic, because the result would be to increase the efficiency of labor and to bring in and hold a high class of labor. The probability of this double service is the second reason why the proffered problem appeals. Third, it is interesting because the conditions surrounding its presentation were so unusual, the "Civic Revival" having been, in itself and in its effects, a remarkable movement.

Without reference, therefore, to the local topographical conditions, the problem demands one's best study. Because those conditions happen to prove exceptionally favorable, the problem in concrete consideration becomes the more absorbing.

As a result of my study, I have the honor to submit the following conclusions, recommendations, and suggestions:



THE PROBLEM.

Fort Wayne has had no mushroom growth. It is comparatively an old city, as cities go in the Middle West, and yet its population now is only about 65,000. It is an important railroad center, and the traffic facilities thus offered, its proximity to large markets, and its location in a rich tributary farming country have united to cause a consistently continuous growth,

and to determine beyond question the city's character, present and future, as a manufacturing and trading community.

The gradualness of the increase in population must have presented, one might think, ideal opportunities for municipal improvement. On the contrary, the very lack of spectacular booms to shock the civic consciousness into a realization of tendencies and destiny, has invited, heretofore, a degree of lethargy and procrastination. The streets are well paved, good sidewalks have recently been laid, the pavements are reasonably clean; but there has been little evidence of civic imagination. The community has now realized suddenly that a future, long permitted to look out for itself, has at last arrived; that narrow streets are getting unduly congested, that high buildings have gone up on sites that it might have been civic wisdom to keep open; that the beautiful rivers have become dumping grounds; that in the building up of vacant lots, the children have lost their play space. It has paused, taking account of these conditions, to learn what it can yet do to correct the omissions of the past and to prepare for the assured future. Thus is the problem concerned largely, but not alone, with the present needs of Fort Wayne. It is, How can the present city better adjust itself to the requirements of that

business and population which, in a now imminent future, lie before it?

Topographically, the city is situated on a plain. The main lines of the Pennsylvania and Wabash railroads, cutting a broad swath through the city, practically bisect it. The St. Mary's River flows north along its western edge, until, about opposite the center of the city, it turns northeastward and then east, to meet the St. Joseph, which comes out of the north. The two form the Maumee, and flow eastward along what presently becomes the northern boundary of the city. So the city has rivers on two sides.



Railroads, Business Streets (shaded) and Rivers of Fort Wayne—The City's Determining Lines.

The meanderings of these streams have influenced the street system less than might have been expected. Perhaps this is because the general north and east direction of their flow is so nearly in harmony with a compass-laid parallelogram of streets. For example, the angle of divergence between such streets as Jefferson, that parallel the general course of the eastward flowing rivers, and those which, in greater number, parallel Lewis, is very slight.

The business of the city has long been done on Calhoun Street, between the Nickel Plate road, which skirts the river, and the Pennsylvania and Wabash railroads—a distance of three-quarters of a mile. Necessarily business is now extending laterally from Calhoun Street. As yet such extension is principally on Main and Berry Streets, between which, on the east side of Calhoun Street, is the Court House, occupying a whole block and of itself creating a center. The space between the railroads is the oldest section of the city, and Calhoun Street, the main business artery, has a width of only sixty feet, from property line to property line.

It remains to be stated that agreement has now been reached with the Pennsylvania and Wabash railroads for the abolition of the grade crossing at Calhoun Street by an elevation of the tracks, and that, as a part of this work, a new passenger station is anticipated; that there have been acquired some tracts of land for parks, well distributed along the outer fringe of the built-up section of the city; and that the only public building now under consideration, unless market sheds be so counted, is a Convention Hall.

It is obvious that a report now prepared on the possibilities and duties of such a city as has been described must be largely general in character. The report will point out the municipality's opportunities and needs as definitely as possible, but it will be the part of wisdom to reserve the detailed planning until the plans can be immediately carried out. In submitting my suggestions it has seemed well to group them under the following heads:

1. The Business Streets.
2. The Official Quarter.
3. Approaches to the New Station.
4. An Industrial District.
5. Public Market.
6. Residence Streets.
7. Improvement of the Parks.
8. River Drive and Parkway System.



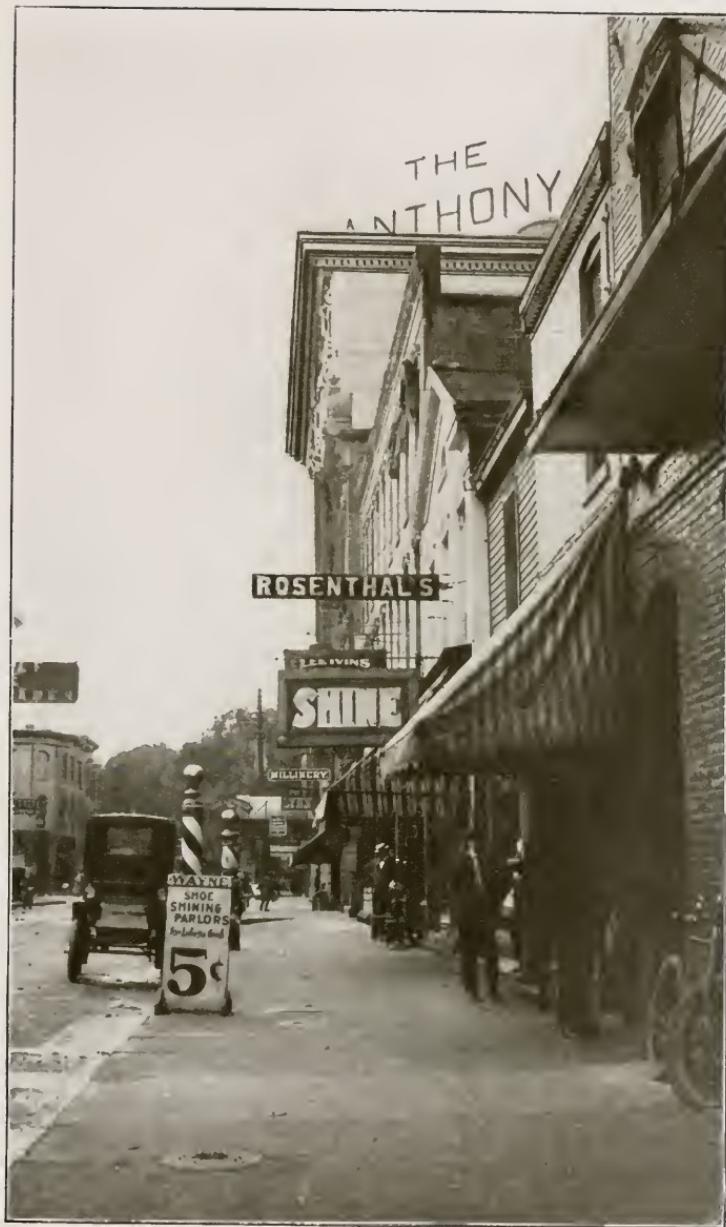
THE BUSINESS STREETS.

The first and most obvious need of Fort Wayne's business district, in providing for the future, is the difficult one of finding a way to increase the street capacity. Fort Wayne is so compactly built that it is out of the question to attempt any general widening of streets. Therefore, to clear the walks as far as possible of obstructions; to accelerate traffic in the roadways, and to develop the convenience of parallel streets, is nearly all we can hope to do. These things, however, count for a good deal. Let us consider what they involve.

First, the sidewalks should be smooth and easy to walk on. There is a great persistence in Fort Wayne of the old-fashioned cellar traps that project above the walk, inviting tripping and shunned by everyone who can possibly go around them. Cellar traps should be required to present an even surface with the walk. Second, the essential street furnishings

must be reduced to a minimum. In this respect necessity has made Fort Wayne, in its business portions, better than most cities. But there is still room for improvement, for the ideal would rid the streets of all telegraph and telephone poles—some portions of the business streets are already freed from them, in earnest of what all may be; and such poles as must persist, as trolley poles, would be made to perform the greatest possible service. They may carry the street lights—as in Denver, and the street name signs; the letter boxes, as they do; and the fire boxes, as they now do not. There should be no excuse for other posts. As to putting the street lights on the trolley poles, an interesting agreement on this subject was drawn up a few weeks ago, in the neighboring city of Indianapolis, between the City, the Light and Heat Company, and the Traction and Terminal Company. Under this agreement the Traction Company was required to replace its light-weight poles, in a certain specified district, with heavier poles, the Light Company furnishing the brackets and lamps in round glass globes, and the city paying for the current.

Third, the walk should be cleared absolutely of advertisements, this including barber poles. In many cities the streets have been thus freed by the voluntary action of the merchants, acting through the Board of Trade or other organization of their own. But a city ordinance will cover the point. Finally, sidewalk-encroaching show cases for the display of goods should be prohibited. It is better for a merchant to have the sidewalk full of people than to have a portion of it so cluttered with the signs, counters, bicycle racks or show cases of his rivals that when practicable pedestrians take another street. Yet every merchant who countenances sidewalk obstruction chooses a walk of things instead of a walk of people. A twelve-foot walk—that is the width, for instance, on Calhoun Street—will accommodate a great many pedestrians, if it is really twelve, and not nine or ten. I found it reduced in this way to ten feet very often on Calhoun Street.



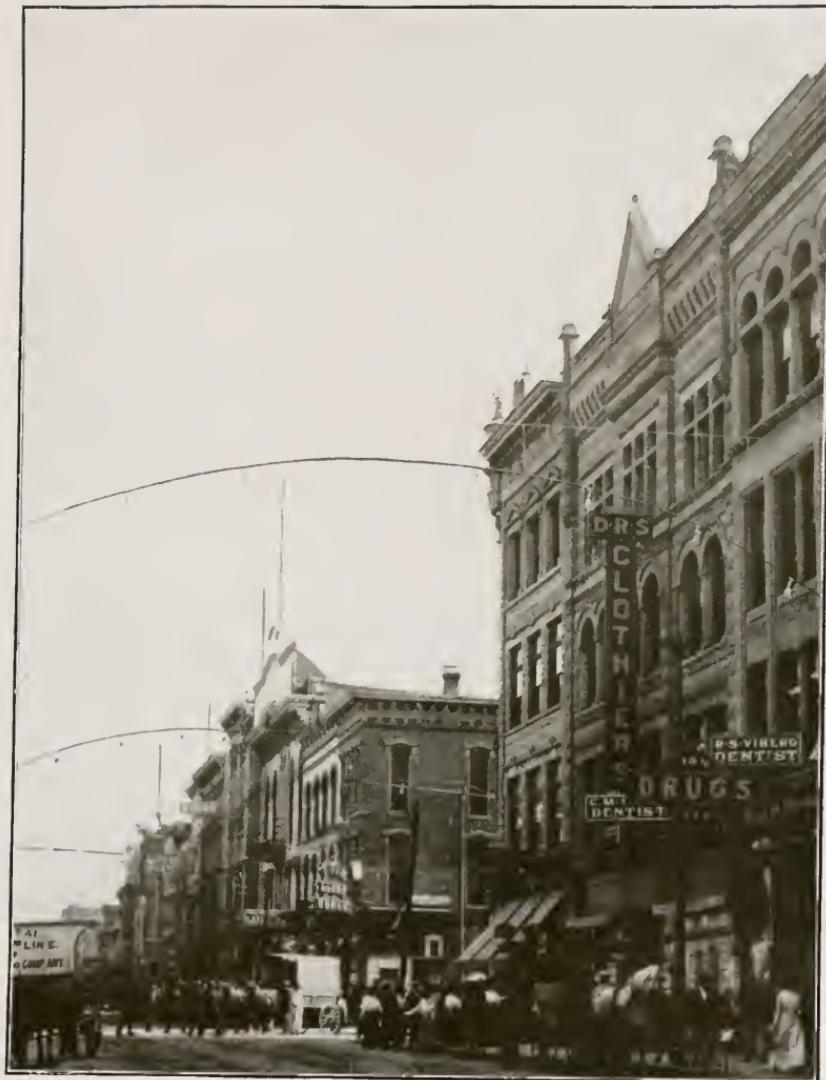
Scene on Berry Street, just west of Calhoun.

The street should be cleared absolutely of advertisements. A twelve-foot walk will accommodate a great many persons if it be really twelve, and not reduced by advertisements, etc., to ten.

As a rule, few articles, except photographs in wall cases and food stuffs on stands, are exposed, either for display or sale, outside of stores. The latter are just the articles which the dirt and dust of the street so injure that in some cities their exposure on the walks is prohibited on sanitary grounds. With the walks cleared, to serve fully the primary purpose for which they exist, they will accommodate a good many more persons than they now do.

The acceleration of traffic in the roadways can be accomplished through several measures. Good pavement kept in repair is the first need. Then the car tracks should have grooved rails, laid exactly flush with the pavement so as to offer no impediment, instead of the present T-rails. This is one of the changes that will not be accomplished right away; but if there be requirement that any new, or replacing, rails laid in the business section shall conform to this character, the change will be soon brought about without hardship. Then the whole width of the road will be available. An increased radius in the curb-curve at street corners—it may be made nine to twelve feet—will facilitate the turning of traffic from one street into another—a change that will not only count for much in the movement of traffic, but that will confer large aesthetic improvement. A long curve fits harmoniously into the street lines, and it does not get battered as does a short curve.

With the admirable alley system of Fort Wayne, there may reasonably be requirement, further, that no loading or unloading shall take place in the business streets, at least within certain hours; and within those hours heavy teaming may be asked to take the side, or parallel, streets. Most of the larger cities have now adopted traffic regulations, and these may be asked to take the side, or parallel, streets. Most of the population is so balanced by narrower thoroughfares, that the street congestion will soon be not dissimilar to that in great cities. It is to be recognized in this connection that the bulk of vehicular traffic in Fort Wayne moves in a north and south direction; and that owing to the barriers imposed by the river



Fort Wayne's crowded business streets.

on one side and by the railroads on the other—and the latter barrier will not be removed by a long subway under elevated tracks—all the general business of the growing city is bound to be transacted in the short intervening space. Into this little area, not only does all the surrounding city pour its business, but all the steam railroads and the interurban trolleys deposit their loads. The result, during business hours, is sure to be crowded streets, and every heavily loaded truck that by slow movement holds up traffic there will take tribute of business in a considerable loss of precious time. It need hardly be added that to require heavy teaming to use side streets in busy hours imposes an obligation to have on those streets smooth pavements that are in good repair.

With the elevation of the Pennsylvania and Wabash tracks, it is proposed by the railroads to erect a fine Union Station on the north side of the tracks at Calhoun Street. And Calhoun Street, with its thirty-six foot road and crowded walks, is already carrying about all the traffic it can bear. To get the street widened, without expense, even from the tracks to the bend at Lewis street, would seem almost too good to be true, and yet it may be possible. On the east side of the street, between those points, the structures are old and low, so inadequate to the demand which is sure in a few years to arise for accommodations here, that every one of them is certain to be replaced. A great deal of the new construction will come soon. To this condition is to be added the fact that the lots are, as throughout Fort Wayne, very deep.

Now in Philadelphia a similar situation arose years ago with reference to Chestnut, Walnut and Arch Streets. The traffic that poured upon them became too great for their width, and it was seen that they must be widened. Yet to have done this all at once, in any of the three cases, would not only have paralyzed business on one of the principal streets of the city,

but, as here, would have been too expensive a proposition for the city to consider. Accordingly there was passed an ordinance—in 1884 for Chestnut Street, and in 1894 for Walnut Street, the dates being important as showing that it has now had opportunity to stand the test of time and of many actions—authorizing the Department of Surveys, which in Fort Wayne would doubtless be the City Engineer's Office “to revise the City Plan” so as to widen the street in question to a certain specified width—as, for example, seventy-two feet for Arch Street. The second section of these ordinances reads: “After the confirmation and establishment of said lines, it shall not be lawful for any owner or builder to erect any new building, or to rebuild or alter the front, or add to the height of any building now erected, without making it recede so as to conform to the line established.” With such an ordinance applying to this portion of Calhoun Street, especially if its provisions were strengthened by an ordinance requiring that building height should bear a certain relation to the width of the street faced, how long would it be, with the vigorous rebuilding which is certain to be soon undertaken there, before Calhoun Street, from the tracks to Lewis, was widened the designated number of feet?

I have investigated, for its bearing on the Fort Wayne situation, the result attending the operation of the Philadelphia enactment. For illustration we may take Chestnut Street between Eighth and Sixteenth, as its frontage is the most valuable business property affected. In this distance approximately one hundred and fifty structures have been changed and in the process set back in accordance with the ordinance. In actions brought for damages, the city has contended that where a building lot still has more than one hundred feet in depth after the widening takes place, and where it has frontage not only on the widened street but on a rear street or alley, there is no damage occasioned; that is to say, a property ~~20X110~~ or

more feet on a sixty foot street, with a rear entrance, is, in the opinion of the real estate experts called by the city of Philadelphia to testify in these actions, of the same, if not of greater value than a property of five feet more depth on a street correspondingly narrower.*

This Philadelphia method seems therefore to suggest a reasonable way for promptly widening that portion of Calhoun Street, in Fort Wayne, which is between the railroad and Lewis Street, at little or no expense. In Fort Wayne there might be advantage in putting all the widening on to the east side of the street, since that side, being now the least well developed, is likely to be soonest rebuilt, and since to widen on that side would open to view, as an architectural accent, the tower of Cathedral Hall and would be to make available for furthering the work the space left open before the Hall and the Cathedral. This would carry the widening in reality to Jefferson Street. If, by apportioning to the west side such construction costs as may be incurred, since otherwise it would have the benefit of the widening without payment, there can be framed an ordinance that will be equally fair to both sides, my preference would therefore be to see Calhoun Street, from the railroad to Jefferson, widened on its east side by at least ten feet.

*Francis Fisher Kane, a prominent attorney of Philadelphia, describes the case of the new Wanamaker store as one of the most interesting and significant which came up. This property, he writes, "has 250 feet on Chestnut Street and Market Street, and 489 feet on Thirteenth Street and Juniper Street, and is the only Chestnut Street property covering an entire block and having four fronts. Mr. Wanamaker's witnesses claimed that the loss of the strip of ground, 5x250 feet, occasioned a damage amounting to \$93,950, which they worked out at the rate of \$75.00 a square foot. The city's witnesses testified that no property in the city bore out their theory more clearly than this, and that the market value of such a property with four fronts, 484 feet deep on a 60 foot wide street, was equal in value to a property 489 feet deep on a street 50 feet wide. Notwithstanding witnesses who testified to the contrary, Mr. Gibbons, of the city solicitor's office, won the case, and the jury took the city's view and made no award." It should be added, however, that not all the cases have been equally successful, some owners being allowed nominal damages.

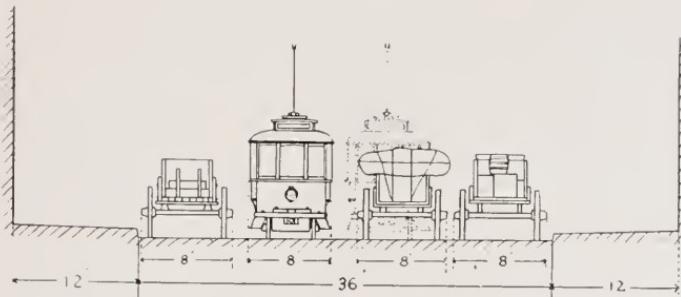


FIG. 1

Calhoun Street, as it now is, between the railroad and Lewis Street. With a vehicle on either curb, through traffic has no space except on the street car tracks.

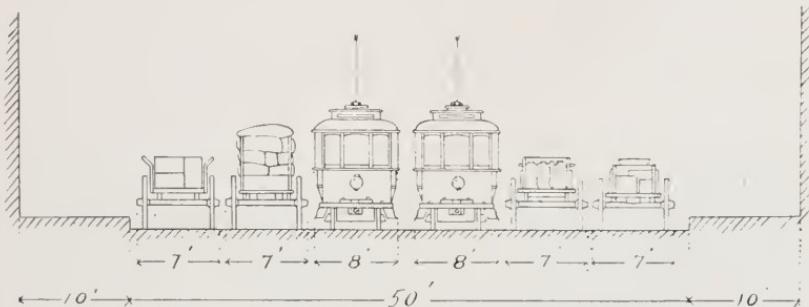


FIG. 2

With this port of Calhoun Street broadened to give a fifty-foot road—accomplished by adding ten feet to the street's width and taking two feet from each sidewalk—it would be possible for a wagon to pass between a truck at the curb and a street car. The small change would thus give two additional lines of traffic, so facilitating greatly all traffic movement.

At all events, Calhoun Street could be widened five feet on a side for that distance very quickly under the Philadelphia ordinance, and this would be a result well worth getting for nothing. A delay, however, will mean that new buildings, not to be changed for a long time, will be constructed on the present line. It should be added that the widening of this portion of Calhoun Street is particularly necessary because from the tracks to Lewis street its present width is only sixty feet, as

compared with sixty-six further north; and because in that section the cross streets do not directly connect. As a result, all cross travel here imposes an extra traffic burden.

North of Jefferson Street, the big buildings having been already constructed, any widening is a serious problem. Probably the only feasible method to obtain reasonably prompt results would be to use arcades—as was so beautifully done, for instance, on the *Rue de Rivoli* in Paris. In this case, the street level of the buildings would be set back twenty feet, the upper stories remaining as they now are but supported for their front twenty feet on arches. Under these arcades, sheltered from sun and storm, would be the sidewalks, and the widened road would reach to the present building line. It would make a beautiful and convenient shopping street, permitting a much better circulation of traffic than now. Owing to the great depth of the lots, the slight store space could be well relinquished to gain the widened street, especially if upper stories were not disturbed.

So perhaps, after all, realizing the present and growing congestion of Fort Wayne's business district, we can hope to supplement facilitation of traffic by actually widening Calhoun, the busiest of the streets. For the delays and inconveniences are not of today only. They arise from a structural defect, in having made business streets too narrow for the business of a city. And that structural defect, so long as it persists, must throttle and handicap the city, becoming from year to year a greater impediment.

Before leaving the business section, there are suggestions to be made regarding its appearance. A city, it may be noted, is very largely judged by its business quarter. Many a visitor's sightseeing does not get beyond the space between the station and hotel. He does not see the parks, or fine avenues, or the interior of public buildings, but he forms his judgment from the business streets. Moreover, this is the one section of the city that is used in common by all the citizens. Parks so well distributed as Fort Wayne's, inevitably have a neighborhood

clientele. But into the business streets all the city comes all the year around; and in them is represented very much of the city's wealth. There is, then, no impropriety in demanding that they have at least the beauty of dignity.

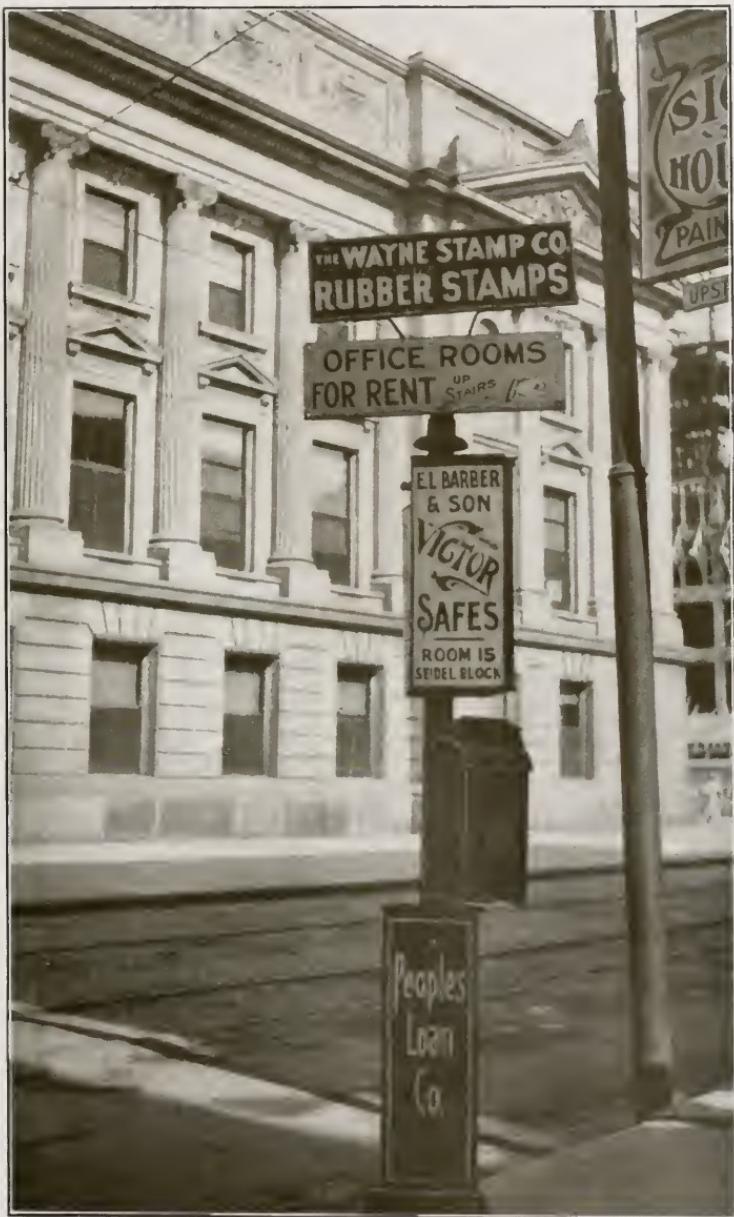
The very first step which will doubtless occur, most properly, to every resident of Fort Wayne, as it certainly will to every visitor, is the cleaning of the alleys. This will mean some paving, and some paving repairs. The alleys of Fort Wayne are so conspicuous there can be no pretense of civic beauty if they do not contribute at least cleanliness to the general effect. It is the general experience of cities that to pave alleys in congested quarters with asphalt, which is easy to clean and to keep clean, is the course most satisfactory and economical.



An Alley intersection half a block from Calhoun Street. This is fairly typical.

The proposed clearing of the street walks of unnecessary appurtenances, and the improvements suggested to facilitate traffic, will have incidentally a considerable effect in improving the aspect of the streets. I spoke of putting street lamps on the trolley poles. Ornamental lighting of business streets has now become an accepted form of normal municipal improvement. The method of arch lighting in use for short distances in the business section of Fort Wayne is the best of its kind I have seen. It does not give the heavy, tunnel effect of the arches used in Columbus, for example. But avoiding that fault, it slips into another. On a street which there has been serious attempt to free from overhead wires, there is created a seeming cob-web of such wires. From the point of view of municipal aesthetics, there is no question that an ornamental standard is far preferable to any arch system. Objection has been made that a good standard would occupy useful sidewalk space. If the trolley poles were jacketed for the purpose, this objection would lose its force, and in any case the requirement would be a small fraction of that made by such a pole as the one photographed—which is on Calhoun Street, in the very heart of the business district, across from the Court House. As long as there is room for such a pole, nothing should be said about a lack of room for beautiful light standards.

The signs on this pole bring up another very conspicuous aesthetic short-coming of Fort Wayne's business streets. This is the multiplicity of projecting signs. Projecting signs destroy absolutely any architectural dignity. What inducement has owner or architect to make a handsome facade if these signs are to render impracticable any sight of it? Sometimes the owners of a good office building prohibit any other signs than window lettering; but what use is that, if the tenants of the structures on either side can thrust out wooden fences to hide the good buildings? The signs destroy the street's vista, ruin its proportions. They get in each other's way, one blanketing another, so that it becomes most difficult to enforce a merely restrictive ordinance. They distract the eye as a clamor of



It has been objected that Calhoun Street sidewalks are too narrow for ornamental light poles, but they are deemed wide enough for this.

wrangling shouts distresses the ear, and lead only to confusion. It is idle to talk about city beauty, about ornamental street lighting, about a united civic spirit, while the main streets are given over to such puerile discordance. Fort Wayne will do easily a big thing that will count for much in her municipal improvement if there be enacted an ordinance prohibiting absolutely the daytime projecting sign.

As to the projecting illuminated sign, it has more numerous friends, because of its brightening of the way. I could wish the same amount of light might be more artistically disposed—in outlining cornices or stories for example; but as there is no natural vista of the street at night that can be broken, no beauty of architectural ornament to be hidden by signs that the darkness itself would not conceal, gay night signs can be suffered with a measure of equanimity. But because at day time they are more hideous even than the lettered signs of daylight, if left projecting across the walk, there should be requirement that they be constructed to fold back, when not in use, against the building. This is a perfectly practicable and simple requirement, which has been made with entire success in numerous cities.

May I quote from "Modern Civic Art" these lines, now commonly accepted as expressing a correct ideal: "The street at least civic art can claim as its own province, bidding advertisement stand back to the building line. No hindrance should be offered to a clear path for travel by walk or road, no announcement should break the vista of the street, nor thrust itself before the wayfarer by hanging over the walk or standing upon it at door or curb. The street should be a clear passage—that is its object in the making; and there is as true a need that every inch of it be open to the sky as that the vista of the way be unbroken. This means that civic art, turning its attention to the furnishings of the street, would frown upon all projecting signs; that it would prohibit all bulletin boards, signs, and transparencies on the sidewalk or at the curb; that it would have no banners hung across the street, nor would suf-



Projecting Signs—Calhoun and Main Streets.

fer any public utility or ornament of the way to be placarded. It would sweep the street itself clean of advertisements from building front to building front."

The smoke evil at Fort Wayne is very serious. Some people, knowing that smoke represents business, point to it with pride, or at least indulgently, and say that it means wealth. But the thing it really means is waste. Mechanical smoke suppression has not yet been satisfactorily perfected. The fireman is in the main responsible. If it were generally understood that every banner of black smoke advertises, as it does, the carelessness and inefficiency of firemen, there would come improvement. An ordinance imposing a fine on employer and employe for the emission of black smoke for upwards of five consecutive minutes at a time would help, if properly enforced.

Under the heading, "An Industrial District," I shall speak of another phase of the matter, perhaps giving better promise of results; and I approve a suggestion that in the heart of the city there be marked out a zone within which the emission of any black smoke shall be unlawful.

A shelter for waiting trolley passengers is a need at "Transfer Corner." Eventually, the interurban trolleys will need, and the municipality will properly insist that they have, an adequate terminal station. There is no more reason why they should be suffered to use the public streets for station purposes than that steam railroads should be excused from providing station accommodations. Indeed, there is less reason, since steam trains would stop on a private right of way, while the trolleys, loading and unloading in the street, block traffic on a public highway. So the station need will be eventually met in Fort Wayne, as it has been in Indianapolis. But in the meantime a shelter at "Transfer Corner" would be a genuine public convenience. There is room for it on the broad walk north of the Court House on Main Street, a walk forty feet wide—and a light, artistic little structure could well be placed at the northwest corner. I append photographs of one in use at Washington, and of one on the public square in Cleveland. It is as well that there be no seats provided, as these might in-



Sidewalk shelter for waiting trolley passengers in Washington.



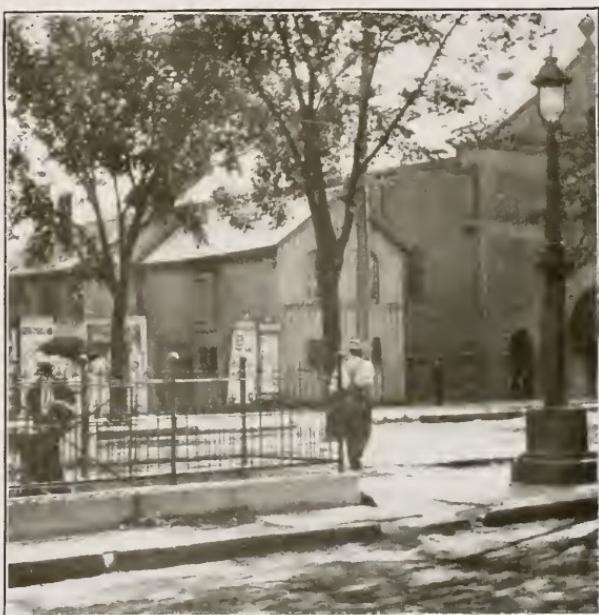
A trolley waiting station on the Public Square in Cleveland.

vite lounging. The thing needed is shelter from the sun and storm. The city should select the design, and should compel the companies to pay for the structure—as they would probably be quite willing to do if given the place to put it. There should be a distinct understanding, however, that the arrangement is temporary only.

The matter of ornamentally lighting the business streets—a work which, through the co-operation of the merchants, has been successfully taken up in many cities—has been referred to. But whether or not this be promptly done, the wide walks around the Court House should have ornamental lighting. It would seem hardly necessary to argue that point. There is now being installed in Lincoln Park, Chicago, a simply designed and beautiful standard, which, it seems to me, requires little modification to meet the need of this location. The standard is of concrete, cast in metal forms; but the cement is so mixed with granite and washed in acid that when complete it has the color of granite. The cost is considerably less than that of an iron standard, and on the wide stone walk, with the background of the stone building, it will better harmonize with its setting than would iron. I suggest that it be investigated.

A Public Comfort Station is a need in the business portions of cities that is receiving increased recognition in the United States, as it has long been recognized in Europe. The underground toilet best satisfies American sentiment. One might be arranged in connection with the suggested trolley waiting station, a stairway at one end leading down to the men's division, and a stairway at the other leading to the women's. This location would be exceedingly convenient. Another excellent site, perhaps a better one if location at the waiting station would duplicate facilities already offered in the Court House, would be under some of the market space on Barr Street, north of the City Hall. This would be convenient for the market men, and it would be close to crowded business streets, while yet retired. I append a photograph of all that shows above ground of a comfort station at Toronto, located on a site very similar to this.

But, when all is said, the aspect of the business quarter of a city is more determined by the character of its commercial buildings, and by the proportion of their height to the width of the streets on which they front, than by any other thing. It has been well remarked that these proportions are one of the fundamental principles in the art of beautiful city building. To that art they bear, it has been noted, the same relation as do the voids and solids in the elevation of a structure, or as do the



Entrance to a Public Comfort Station at Toronto.

lights and shadows of a picture. Incidentally, as was pointed out by the experts who made study of Grand Rapids, these proportions "constitute the basic principle of all sanitation, as the open spaces (of the street) provide the necessary sunlight, air and breathing spaces for the population surrounding them."

With the very narrow business streets of Fort Wayne, there is the gravest danger that buildings will be erected of a height destructive to the comeliness of the street, to its proper

sanitation, and to its traffic capacity. For, on the latter point, it is to be recalled that all tall buildings pour their population into the street, and draw it out of the street, at approximately one time. It would take few high buildings to congest Calhoun Street; and buildings exceeding six stories in height will very quickly convert it into the appearance of a canyon. It is imperative, for the good looks of Fort Wayne, and for comfort and healthfulness in its business district, that there be imposed a restriction as to building height to the extent of proportioning it to street width. In Europe there is common requirement that the height of buildings shall not exceed one and one-half times the width of the street on which they face. Boston, Chicago, and St. Louis are among the American cities that have not been afraid to establish a maximum height limit.

While a proportioning of building height to street width will put in your hands a strong weapon for securing the widening of Calhoun Street from the railroad to Lewis, there is this also to be considered: A limitation of building height is of general benefit to property. Preventing the concentration of the city's business into the short space occupied by a few very high buildings, it extends the business section over adjacent streets. The larger area absorbed by business displaces near-business tenants. These locate a little further out, and so the movement extends until everywhere there is increased demand for property. In short, there is the effect of dropping a stone into a pool, the surface being affected to the furthest limits. No holder of property outside the two or three most high-priced squares of Fort Wayne but would directly benefit financially, as well as in other ways, by a restriction of building heights.

One word more must be said. It seems to me exceedingly likely that a secondary business district is going to develop on South Calhoun Street. There is a very large population on the south side, and one that is steadily growing. The elevation of the Pennsylvania and Wabash tracks will do away with most of the danger of the crossing; but the long subway will still present a barrier, which pedestrians will not be keen to cross.

This business, which of course will be distinctly secondary to that north of the tracks, will probably center at the corner of Calhoun Street and Highland Avenue, as there the cars converge. It will not be so much an extension of the main business district as a subsidiary development. This probability has bearing on the City-Plan in that it invites inclusion of the small designated area south of the tracks in the comments and suggestions which have been made above for the district north of them.

THE OFFICIAL QUARTER.



Fort Wayne has already an official quarter; for the three public buildings, respectively representative of county, nation and city, are ranged along a single street in a space of two blocks. But the arrangement is absolutely ineffective. The Court House has the best site; but the most favorable view one can get of it is through alleys, since they alone center on its dome. Without grounds around it, surrounded by narrow streets, where tall buildings will soon seem to place it in a little walled courtyard, one cannot even now get far enough away to see it as a whole. The two other buildings, occupying commonplace commercial sites, are hidden from one another by intervening structures. In the aggregate there is represented a very large public

expenditure. One could almost throw a stone from structure to structure; yet there is no cumulative effect.

To the problem of creating out of these adjacent but distinct units a single civic composition that should make a Civic Center, I have devoted a great deal of thought. The practical

difficulties, due to important improvements and high property values, are almost prohibitive. Yet values on Berry Street, between the Court House and City Hall, are not going to diminish or stand still. They seem as certain as any in the city to advance, and unless a plan embracing this property can be carried out at once, it is not likely ever to be executed. Neither can there be reasonably anticipated the building of a new Court House and a new Postoffice on new sites. The one hope of a Civic Center for many years lies in dealing with the present situation.

The condition is a striking illustration of the value to a community of getting a City Plan as early as possible. Foreseeing a big, costly Court House on its present site, there might have been created, before the Foster and Elektron buildings were erected, a broad, beautiful Mall, leading directly eastward to terminate in the bluff at the bend of the Maumee river, at Monroe Street. An alley, on the axis of the dome, now traverses the distance, and it would have been necessary only to widen this. From Barr Street to Clay there are only gardens even now. It is a fair question whether for those two blocks the Mall would not be more benefit than damage to the property through which it would pass. The property between Clay and Monroe is shallow and not now expensive. The costly part of the scheme today is only the block and a half between the Court House and Barr street. Of this the first half block was once public property and should simply have been kept as the Court House Square. The block from Clinton to Barr would have offered, on either side the Mall, the appropriate sites for Post Office, City Hall, and Convention Building, so greatly reducing the net cost. There would have been conferred on the neighborhood, and on the city at large a great benefit. Increased assessment values would long ere this have paid for the improvement. And think what we should have! An opportunity to see the Court House; and a Court of Honor, the Court House at its west end, harmonious public buildings flanking either side to Barr Street. Between them, for vehicle traffic would have remained on Main and Berry Streets,

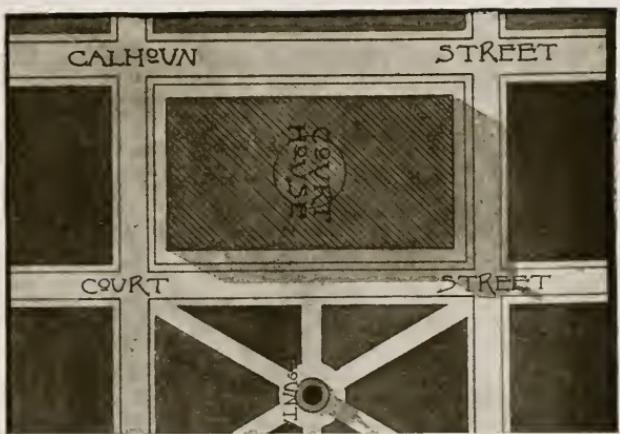
a broad grass ribbon with, on each side of it, a promenade, extending from the Court House Square to the river bluff, where is opened an entrancing view. Here a flagstaff would have stood, in honor of Wayne's stand, and at Old Fort Park, which curving ends would have brought into the Mall scheme, his statue might well have been placed.

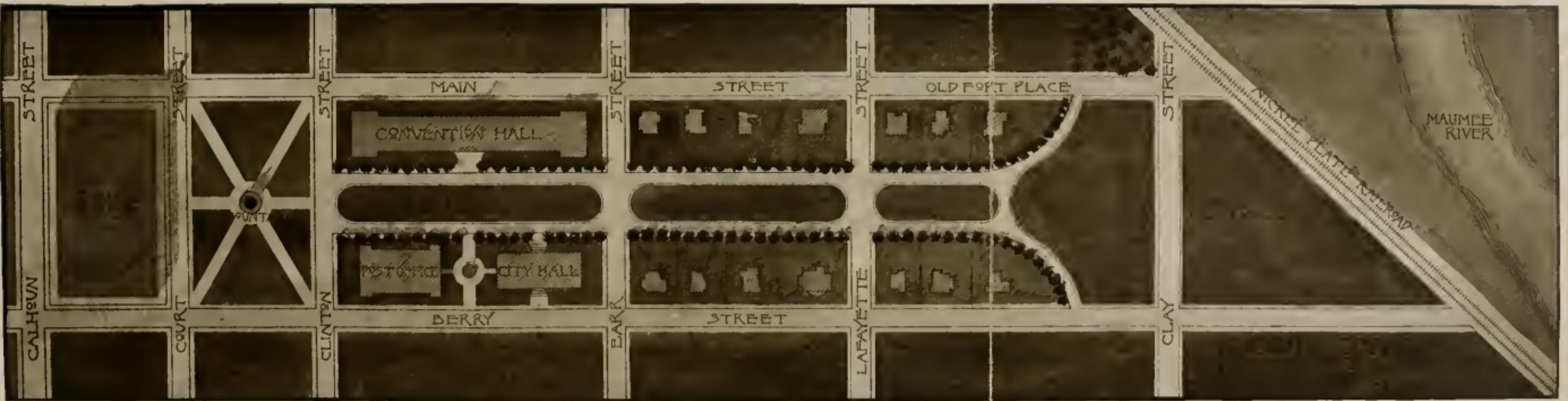
Coming into Fort Wayne by the Nickel Plate train, or standing at the little park at the eastern terminus of the Mall, how fine a view of the Court House would have been presented, how beautiful a civic picture; what an impression would have been gained of the city! Or, turning to look north and east, we would have had the meeting of the three rivers and the view down the lovely Maumee.

Doubtless the plan will seem impossible now, for today it would take a great deal of money. But the thought of how effectually a comparatively small measure of construction has blocked so fine a possibility should give heart to do promptly whatever still can be done.

We have to accept the three present public buildings, as fixed points, so far as their location is concerned. A Convention Hall, however, is contemplated and there naturally would be advantages in a central location. Either of two sites may be, in my judgment, properly selected for it, according as it is proposed to make it contribute to one scheme or the other.

For the development of a Civic Center, it might be put on the north side of Berry Street, between the Elektron building and Barr Street. There is nothing which is very expensive on this site, and its advantages for the purpose are many. In its convenience, indeed, the site is all that could be desired; and the public building here would tie together the Post Office and City Hall. Between the latter two there is already, in the Post Office yard and the Majestic's open-air theatre, a good deal of open ground. If it should be possible to throw it all open—a fire, for instance, might easily clear most of the rest of the ground—we should have three public buildings gathered around three sides of a square, and a very presentable little





A Civic Center that might have been. Ft. Wayne, Ind.
Charles Mulford Robinson

Civic Center ready made. Meanwhile, location here would further emphasize the grouping of the public buildings. It reserves a bit of land that will never be less valuable, insuring a safe investment; and if a Mall ever were opened to the Court House, in order that the latter might be revealed, a Convention Hall on this site would profit directly from the scheme and would, in turn, enhance it. As to the possibility of opening the Mall, there is no other side from which such an approach to the Court House can be made. The existing alley is fourteen feet wide, and even the Elektron building stops nine feet short of it. As there is nothing else of prohibitive value on the plat, an approach thirty-two feet wide is blocked today only by the Foster building.

To put the Convention Hall on this site, would be, then, to secure an exceedingly convenient location; to feel entire safety regarding the investment value of the property; to add somewhat to the official quality which the neighborhood already possesses; and to be ready for a fine civic effect should either, or both, of two possibilities eventuate in the municipal development of the surrounding land. It is the one chance for further developing and accentuating the present official quarter.

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APPROACHES TO THE NEW STATION.

I said there was an alternative site for the Convention Hall. This other site would bring it into the Station Plan.

Very clearly the building of a new and costly station, which is to be much larger than the old, and not improbably a Union Station, develops a civic opportunity which amounts almost to an obligation. If the railroads have a faith in Fort Wayne that leads them to do so much, the municipality should show a like confidence and arrange to the new station an adequate approach.

Two practical considerations, as distinguished from the sentimental one, urge promptness in such action. First, the improvement is likely to result in the rapid rebuilding of the neighborhood, with the consequence that conditions will become fixed, and values largely raised. When the station has been opened to business, it will be too late to change street lines unless heavy expense can be incurred. Second, it is obvious that a large new station, which will soon be the point of arrival and departure for many more trains and many more passengers than the little station of today, is going to create a great increase in the traffic of the streets leading to it, and for such increase there is now no provision. Finally, the appearance of a city when one comes out of the station makes the first, and therefore the most lasting, impression upon strangers. The station is the door of the city, and the space before it is the city's vestibule. This is much better understood abroad than it is with us; but the great plaza in front of the beautiful new station in Washington, the magnificent station approaches planned in Chicago and San Francisco, under the Burnham plans, in Buffalo, Cleveland and Los Angeles, under the plans made by other authorities, and the beautiful station plaza which for years has made Providence, R. I., famous, are sufficient indication that the good sense of Americans is leading them to a like conclusion. We are beginning to appreciate that

the station exit and entrance is a focal point, that here the convergence and distribution of traffic demands larger space, and that the improvement of no other one point in town pays better, from the artistic standpoint, than does this.

I think it may be taken for granted that the new station will be located, not on the present site, but west of Calhoun Street on the north side of the tracks. The Pennsylvania railroad has acquired a long frontage here. The present station site would be extremely cramped for an improvement, permits no long platforms—a thousand feet is not unusual in new stations on main lines—and it could be utilized for an extension of the present freight house, or for a railroad office building. On the assumption that the new station will be placed west of Calhoun, and probably extending well beyond Harrison, I make the following suggestions:

1. That the company be granted the permission, which I fancy will be asked, to construct the new building on the two blocks from Calhoun to Webster; but that, instead of closing Harrison Street between Baker and the railroad, they be required so to bridge it, that it may still be used for subway passage to the south side of the tracks. This will impose no unreasonable obligation on the company, for the main part of the station will in any case be at the track level. But it will give to the city an additional subway where it is much needed, and will make an additional direct connection between the station and the southern part of town.

2. That a plaza be formed in front of the station. This the city can now do at little cost, for this is still a section of narrow brick sidewalks and inexpensive detached dwellings. While a square would be the most natural form for the plaza, this particular shape is by no means necessary. Some irregularity—should property owners be unreasonable—need not be feared, so long as there be given ample room for cabs, carriages, automobiles, omnibuses, mail and baggage wagons.

3. That Harrison Street be widened, from sixty feet to eighty feet, for the three blocks to Lewis, where it makes its

slight turn and where now its width becomes sixty-six feet. This can hardly be done too soon, for already the Stults apartments, under construction in this section of the street as the Report is written, are being built flush with the walk. With that exception, however, the houses now stand back from the street line, leaving clear as yet the space required. There is no doubt that with the location of the station, the character of this part of the street will change, that much rebuilding will take place, and that a widening of the street will confer on the property a benefit close indeed to the loss that would be occasioned by moving the frontage back ten feet on a side.

To be sure the street is paved. For the present this pavement need not be disturbed. Railroads do not move as fast as do their trains, and it is likely to be a number of years before the track elevation and new station are completed. Meanwhile, and until the traffic actually demands wider space, the addition to the street's width may be thrown into parking. That there will eventually be need of a wide street here, paralleling Calhoun, no one who believes in Fort Wayne can doubt. We have seen that the conditions which lead to congestion on Calhoun Street are fundamental and permanent; and that the street has nearly reached now its maximum capacity. As that point is approached, diversion of traffic is necessary. This must ultimately throw on Harrison street an additional burden, beyond that imposed by the station travel. If city-planning is worth anything, it must look forward to that time and so enable you to prepare for it.

Douglas Avenue, which is a block south of Lewis Street, marks the crest of a slight rise. Next to a bad pavement nothing is more abhorrent to service traffic than is a grade. If we are to fit Harrison Street for business, and expect to divert to it the excess traffic that would otherwise crowd upon Calhoun Street, we shall do well, when the time comes for relaying and widening the Harrison Street pavement, to cut down the grade. The fact that this has been done only on Calhoun Street has certainly been no slight factor in the business de-

velopment of that street. The rise is not so considerable that the cost will inflict damages on property which is being rebuilt, in response to the transformation of a residence street into a business one.

There will be, however, further advantage in cutting the street down. With a beautiful station fronting on a plaza, and closing the southern vista at this part of Harrison Street, and with the broadened street—the one wide, stately, modern street in Fort Wayne—leading into this, we shall have, looking south from Lewis, a very fine effect, if the grade be so leveled that no intervening crest breaks the view. And coming from the station and looking across the plaza and down the broad, handsomely proportioned approach, there will be offered a very stunning first impression of the city, if a leveling of the way shall make it possible to see as far as Lewis Street.

At that point the street makes slight bend to the left and even though the street were widened to a further point, the vista would be closed. This is a point, then, to emphasize and dignify; a point to be given as distinct and interesting an accent as, at the other end of the short, handsome way, the station will afford. Therefore, I suggest, (4), that here be placed the statue or monument to Anthony Wayne, for which the levy in the taxes is gradually creating a substantial fund. What more dignified and splendid setting could be found for it, what location more appropriate, than that which, at a three blocks' distance, will crown the imposing street that leads away from the station? The traveler's first view of Fort Wayne, as he sets foot upon the city, would include as the focal point of the picture, as the terminus of his perspective, the monument to the soldier for whom the city is named.

5. And fronting also upon the statue might be the Convention Hall. For this the northwest corner of Harrison and Lewis Streets seem to me admirably adapted. The property is inexpensive; it gives frontage on two streets; it is centrally located; it is within short walking distance not only of all hotels but of the railroad station, from which, indeed, it could

be seen, and with which it would have such noble connection as could not fail to impress. This is the alternative site I had in mind in speaking of the Official Quarter. On one of these two sites, it seems to me, the hall should certainly be placed.

But even these suggestions do not reveal the whole of my station-approach plan. Just north of Lewis Street, an alley

leads east from Harrison to Calhoun, and one of the slender twin spires of the Cathedral looms finely at its end. Suppose the space between Lewis and this alley, now containing nothing of large value, were acquired and transformed into a beautiful formal garden, the street and somewhat widened alley forming a double roadway on either side of this middle garden. There would be opened a noble view of the Cathedral. There would be opened from Calhoun street a view of the Wayne statue and of the Convention Hall. There would be acquired at a strategie, and yet comparatively inexpensive, point, the only open space in the business district of Fort Wayne. There would be offered to the Convention Hall a lovely outlook. There would be established between the imposing station approach and Calhoun



*Present view of the Cathedral from the Alley
north of Lewis Street.*

street an interesting and worthy connection.* There would be created big values for the property, which is now of little value, on the south side of Lewis street and on the north side of the alley, because it would front on this park, and the increased assessable value of this property—permanent and growing—would soon pay the cost of the improvement. In a little while you could say you had got this centrally located park for nothing. It is my belief that all these gains make abundantly worth while the acquirement of that



Calhoun Street property opposite the Cathedral and the extraordinary opportunity it presents.

little half block of poorly developed property. You certainly, then, in the complete carrying out of this scheme, would have a notable improvement; and people would begin to talk of Fort Wayne as a handsome and beautiful city.

*It is worth while, perhaps, to note that the form of this little central PLACE satisfies ideal requirements for such construction. Though it is so accessible, the streets would lead to it in such inconspicuous fashion that the breaks would nowhere be obvious, the eye being carried over them along the border walls. That is to say, the conditions offer that sense of enclosure which is one secret of the artistic success of picturesque squares in old European cities.

If so much is to be done for the approaches to the new railroad station, to the end that arrival and departure there shall be made convenient and that travelers who enter Fort Wayne by it shall be well impressed, every effort should be exerted to make the station truly a union one. Only so will the proposed improvements confer the largest possible benefit. By "union," I mean that it shall be used by trains of every road entering the city. So far as trackage is concerned, this is entirely feasible.

In closing this discussion of plans for suitable station approaches, it is perhaps necessary to emphasize once more the point that there is no proposal that the whole improvement be made at once. It will be enough for the present to acquire the necessary land. Any delay as to this may make the whole plan impracticable. The city has already lost one great chance, that should teach a lesson, in its failure to provide in time for a Civic Center. A combination of circumstances happily offers now such another opportunity in connection with station development—a chance to create the best station approach, as far as I know, of any city of its size in the United States. It can be foreseen, too, that the property involved is destined to change rapidly in value and character. The city must act at once, or assume the grave responsibility of denying to the future Fort Wayne the opportunity for any large and fine civic effect here. It is possible that to secure the plan the property owners on Harrison Street would donate the small frontage required for the street's ultimate widening. Certainly they could afford to do so. In such case a comparatively small bond issue would buy the lots needed for the station plaza and the half block for the park. The development and improvement of the purchased property, when the time came for that, could be properly assessed on the frontage.

With reference to the track elevation, as the city is to pay twenty-five per cent. of the cost of the overhead crossing at the street it has very properly required that the company submit

to it the plans and estimates for the work. This gives to the municipality the opportunity to insist that the bridges, conspicuous as these will prove in the street view, shall be of pleasing design, ornament and color. On this point there should be unmovable insistence.

AN INDUSTRIAL DISTRICT.

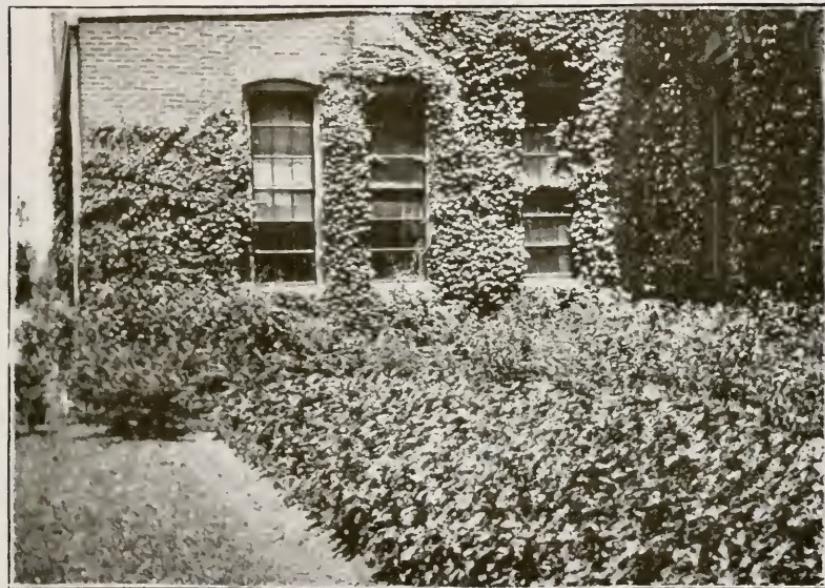
Fort Wayne is an industrial city. The primary reason men live here is because there is work to be done, and the bulk of the workers are not tradesmen or clerks, but operatives.

The city's industrial character must influence all our planning. We have considered thus far only the show places and the places where the citizens trade. The places where they work, where they live, and where they shall play are of vital importance in the building of the better Fort Wayne. And these three places, however intermingled, must be correlated in a city plan. Each must be located with a view to maximum of efficiency, and of non-interference with the others. Interference is easy. For example, the use of high-class residence property for the creation of a picture-park is extravagant to the point of waste, or the location of a factory in the midst of a quiet residence district is an uneconomic intrusion. If the factory is so distressing to the senses of hearing, or smell and sight, as to be a "nuisance," the courts will intervene to prevent the intrusion. If it fall short of such extreme unpleasantness as a neighbor, it may still depreciate the value of surrounding property, and municipal waste results. In scientific Germany, cities and towns are now laid out in distinct sections, for trade, for manufacturing, and for different classes of dwellings. Without going so far as that, we yet may consider in what sections a community will most properly encourage manufacturing or residence.

The Packard Company, located on Fairfield Avenue, has made its grounds lovely with planting. Very striking, too, are the remarkable neatness and attractiveness of the grounds of the Wabash roundhouse, lower down, on the same street. This is good work, sociologically as well as aesthetically, and is everywhere to be encouraged. But even an assurance of such development will not justify, in a scientific city plan, the placing of a factory in a high class residence district. A dog

is out of place at a cat show, even though he does wear a ribbon around his neck.

One particular reason for dislike of a factory in a residence district is the smoke emitted from it. If the factories of a city are so located that under usual wind conditions their smoke is blown across the residence and trading portions of the town, there is done on a great scale the injury that one factory, when erroneously placed, does on a small scale. In Fort



A bit of the Packard Grounds.

Wayne the prevailing wind is southwest. The location of factories southwest of the city, or even in the rolling mill district, is therefore, from this point of view, unfortunate.

But the residences must not interfere with the factories any more than the factories should interfere with the residences. If no equally good site for manufacturing can be found, or created, that high-class residence section which is now established on West Jefferson, Washington, Wayne and Berry

Streets will have to move, leaving its place for the homes of operatives. Generally speaking, it is easier to move dwellings than factories. The action is more or less automatic, and may be witnessed today in operation in scores of cities. Factories make a neighborhood unpleasant; those residents who can afford to do so move away, and the character of the neighborhood is quickly transformed. This is a very serious matter, however, for the many whose property is affected. If the future is going to see smoke-belching factories congregated in numbers in the rolling mill district, the health, comfort and



The well kept turf of the Wabash Roundhouse offers an example to many a front yard.

happiness of all the citizens of Fort Wayne will be strongly affected, and the whole character of the city's development will be changed.

In a city such as Fort Wayne, where the topography is practically level and where no natural power is generated, railroad facilities more than any other one thing determine the availability of a manufacturing site. The excellence of these in the rolling mill district is the strongest invitation to industrial development there. For the present, no serious harm has been done. But in locating the future factories of the city, a

matter under considerable control, a very serious condition confronts the community. If there be desire that a distinctively manufacturing section be not developed southwest of an existing business and a high-class residence district, equal or better railroad facilities must be elsewhere provided. This, in an American city, is a matter for private or associated effort rather than for municipal action.

In my judgment there exists an extraordinary opportunity for developing such a section where it will do no harm. I refer to the triangular area east of Walton Avenue, between the Pennsylvania and Wabash railroads. This is east of the city, with no settlement northeast of it which the smoke could injure. It is bounded on north and south by the principal railroads that now enter Fort Wayne, and the Nickel Plate lies only a half mile away, across a practically level country cut by no intervening river. If, as is desirable, the Nickel Plate makes use of the new Union Station for passenger service, it will build across that half mile. In any case, so short a space of easy road construction would offer no obstacle to the company. The Lake Shore would enter the section on the Nickel Plate tracks. An interurban road now passes through it. As to distance from the center of the city, the tract lies at the same air-distance from the Court House as does the rolling mill; in directness and ease of communication, however, it is better off. Further, as a civic advantage, the teaming does not traverse a high-class residence district; and, as a labor advantage, the section is adjacent to a large, firmly established, and as yet only partly developed laborers' cottage district, lying just west and southwest of it and having already convenient street car service. The region itself is almost virgin territory, a great deal of it being open and farm-like.

As this proposed industrial area is situated beyond the present city limits, no immediate obligation can be assumed by

the municipality in its development. New Haven Avenue, however, which makes in its western end a very convenient and valuable diagonal, should, after entering the city, be extended to at least Lillie Street. This is only a block, but it would save nearly two blocks' travel, and it would have the advantage of carrying the teaming beyond—that is, west of—Walton Avenue, which, as the only unbroken north and south street on the east side of the city, has great driving importance. The block through which the extension would pass is now vacant property. The few streets which have been laid out in the proposed section are fairly well placed—New Haven Avenue, Chestnut Street and Wayne Terrace are almost ideally situated for arterial service. But the streets are inadequately narrow—Chestnut, for instance, is forty feet from lot line to lot line, and carries the interurban track. If, for what it would mean to Fort Wayne, there is to be a serious attempt to develop this tract as the industrial region, the city should take it promptly into the corporate limits, to the end that supervisory control over street widths and street location may be exercised. Very likely this would prove in fact a needless precaution, for the civic spirit and the enterprise that would undertake so great a scheme would probably plan well. But there should be assurance that it will. There would be the advantages of favorable topographical conditions, of a nearly virgin field, of the presence and interest of great railroad corporations. The land would be laid out not in the usual house lots, but in manufacturing plats; and to serve these at the minimum expenditure of time and effort the streets and sidings would be planned. In these respects, the tract could actually be made second to none in the United States in its convenience.

There is thus the possibility of developing a great manufacturing section, making it contribute to the wealth and numbers and prestige of the city without exacting the toll

which its location to the west would exact. Left, as the matter must be, to private enterprise, there is requirement of courage; but the conditions are such as to make courage worth while. It may be said on this point that every item in the cost of receiving or shipping freight which it is possible to eliminate, and good planning of this section could eliminate many, correspondingly extends the distance to which the products of Fort Wayne can be shipped with profit, and increases the profit on sales in the radius already reached. There should of course be no delay in developing this industrial section, if the largest success is to be secured with economy.

I have said that the development of this section will probably have to be left to private enterprise, the city exercising no more than a supervisory control through its authority to accept or reject streets, allow sidings, and so on. The sympathetic interest of the railroads may properly be anticipated; but their active co-operation, especially as between themselves—which would be necessary to complete success—is not as easily gained. To that end it may be found advisable to form a freight terminal company, in which the railroads, or their officials, shall be stockholders jointly with the realty and industrial interests, and shall have with the latter a share in the management.

As to making street plans for the district, there is no advantage in attempting to include these in the present Report. It is enough here to urge the advantages, civic and economic, of developing for Fort Wayne a distinct manufacturing section, and of locating it on the opposite side of the city from the point where it now seems likely to develop. One further suggestion may, however, be offered. Assuming this section's industrial development, the Wabash, and even the Lake Shore road, might well construct a semi-belt line that, running south of the city, would connect the yards and sidings here with the

main lines west of the St. Mary's river. The advantage to the railroads would be the substitution of a short haul for freight traffic instead of the present roundabout three-sided loop through the city. The advantages to the municipality would be the freeing of the tracks that cut through the center of the city from numerous freight trains, with the danger, noise, delay and smoke that every such train involves. The location and grade of the line would have, however, to be carefully worked out.

This possibility of a new manufacturing section, developed on modern lines, is in my judgment one of the most important possibilities now before the city; one of great economic promise to capital and labor, and of immense significance in the city's improvement.

PUBLIC MARKET.

By virtue of a public-spirited citizen's deed of gift, Fort Wayne has for some years had a public market, extending more or less informally south from the City Hall. With the growth of population, the original narrow strip dedicated to market purposes has proved inadequate, and now the wagons overflow into streets all around the public building. There is presented the necessity of enlarging the market space, of giving to it a greater dignity that shall be in keeping with its present surroundings, or of finding a new place for the market.

To enlarge the present site would involve exceedingly heavy expense, and the act would be of doubtful civic wisdom, for the best market, if it be large, is difficult to keep clean, is unpleasant to traverse, blocks traffic, and is not the most desirable neighbor to high-class property—business, official, and residential. Yet here is a small property distinctly dedicated to market purposes, of little other real use, and undoubtedly very convenient to many people.

I recommend that by ordinance the use of this market be restricted to genuinely retail garden produce business, and that an architect be retained to make plans for an artistically designed covered walk, with stands on either side, that shall be an ornament to the neighborhood, in keeping with the city's official quarter, and worthy of the municipal proprietorship. With little white pillars and a red tiled roof, for example, it could be made very attractive; and by the free use of concrete exceedingly easy to keep clean. Such a walk would make a not unpleasant promenade, after market hours, on stormy, or hot sunny days, from the City Hall to Washington Street.

As to the cost, the city has the land, with no need at present to use it for other purposes; the one-story shelter would require little capital to build, and the rental of the stalls should pay the interest, and a profit besides. As to size, I think that in cities the retail public market has

seen its best days. This has been the experience of more than one municipality—the use of the telephone, the relatively low prices offered in large private markets, the busier lives of women, the distance which wage earners are now likely to live from the market, have all, no doubt, proved contributing factors to this result. I do not believe that it would be wise to assume heavy municipal expense for the provision of a large retail public market.

The bulkier and wholesale public market business, however, continues as a trade necessity. If it can be located within a reasonably convenient distance of the business section, and yet not directly in its path, there is very great advantage. For the accommodation of this I suggest the gradual preparation of the land, which is already city property, on the north side of the St. Mary's river, across the Van Buren Street bridge. A pumping station occupies a few square feet, and all the rest of the large area is now vacant.

There may be immediate objection that the tract is too far away and that it would be an admirable park site for the north side. With reference to the latter point, the section north and east of it is less than half a mile from Lawton Park, which has been already developed as a park, which can be very much better developed than it now is, and which, being of larger size, is far preferable as a park. The section southwest and northwest of the tract is within a half mile of Swinney Park, regarding which the same comments apply. The subway beneath the Lake Shore tracks would be as useful an approach to the market as it could be to the park. The city cannot turn all its property into parks, and when we come to discuss the general park possibilities we shall see why other pieces of property are preferable to this for additional park purposes.

As to market availability, other cities have found a considerable advantage in locating such a market on a railroad line, as this site is. In distance, it is only three-quarters of a mile from the Court House, which, for the suggested wholesale business, is close enough to the center of the city, excellent

streets connecting it. Bounded by railroad and river on two sides, its location is such as not to injure the neighborhood. It is most accessible to leading country highways north and west, and is as readily reached by all other country roads as is the present site; and as there naturally would be included in it a provision for enough retail business to satisfy the local demand, it is worth while to note that the proposed location is in the sort of a home section that would be most likely to value a public retail market. In short, this site would locate the market where there never can be a neighborhood objection to it, on a site sufficiently convenient to the merchants, who would be its principal patrons, on a site of good size, and on one publicly owned, and for which other equally good public use cannot readily be found.

The preparation of this site, if undertaken all at once, would be costly. But a beginning will not cost much, and after that the work can go on gradually. Before this land can be put to use for any purpose—i. e., before the city's considerable investment here can be made to give returns in any way—a dyke will have to be built. Common business sense suggests that this be done. When the dike has been constructed, the city can throw the ground open for dumping, and in a wonderfully short time the site will be found ready for the market. With its development for that purpose, and the growth of population in its neighborhood, there is no question that a local retail business in garden produce would be done there. And to such extent as it is done there the present market will be relieved.

RESIDENCE STREETS.

Fort Wayne's residence streets are better than its business thoroughfares. This does not only mean that they are pleasanter to see, as should be expected, but that they are better adapted to their purpose. The poor rule of platting nearly all streets to a uniform width, regardless of the traffic they are likely to carry, has persisted with them as it has elsewhere; but it does less harm in the residence section than in the business. This is because for residence purposes the streets are almost always wide enough from lot line to lot line, while by means of parking—that is, putting grass between walk and curb—the roadways can be narrowed as much as desired.

Generally speaking, the city's residence streets are well paved and their pavements are kept fairly clean. The recent activity in sidewalk building has given them good walks, though a mistake has been made in constructing walks that in many cases are too wide. On West Jefferson Street, for instance, a six-foot walk—which is the walk of usual width for a residence street—would have been sufficient. Some



An interesting photograph of a street in Toronto, in which on one side the walk is given a strip of parking and on the other is next the curb. Though in the picture the perspective is misleading, the distance from lot line to curb is the same in either case.

Which side of the street is handsomest?



A sample of tree-topping on a street in Fort Wayne.

money could thus have been saved and a better looking street would have been secured. It is a rare residence street that needs a paved sidewalk of more than six feet width. On Jackson, and a few other streets, the walk has been laid next to the curb, and such space as was left for street lawn has been thrown into lot lawn. This is a mistake in judgment that one rarely finds nowadays. The aesthetic loss must be obvious to anybody who compares such a street with one having a ribbon of greensward along each curb. But objection to the plan is not based on appearance alone. The walk's location next to the curb leaves pedestrians with no protecting barrier from mud and dust; and the addition which is seemingly made to private property is subtracted from public property. With the exception, however, of these faults, the parking strips on the residence streets of Fort Wayne are excellent. I have not often been able to dismiss them with so little comment.

The trees are, and ought in even larger measure to be, the glory of a city's residence streets. But in Fort Wayne they show the want of responsible and consistent care. For the best street effect they should be evenly and generously spaced, they should on any clearly defined street unit be of a single variety; they should have that protection from linemen, advertisers, disease and pests which only municipal control and expert knowledge can insure. One of the most important actions Fort Wayne can take, to make the city better to live in and to look at, is to secure a competent forester. He may act under the Board of Public Works, under the Park Commission, or in a separate bureau; but in any case his position ought to be absolutely divorced from polities. Ordinances, it may be added, will not save the trees, unless there is an official fearlessly and wisely to enforce the ordinances.

The residence streets are marred by multitudes of poles. Of course to considerable extent this must be expected, but in Fort Wayne there is not much need of it. The city's alley system is so complete and excellent that the wires can well

be carried through them. If this had no other advantage, it would at least save the street trees. Many trees of slow but beautiful natural growth have been ruined by topping, in order that they may not interfere with wires. But in the life of the city the wires strung over the streets on poles present a temporary condition, and it is folly to destroy the relatively permanent beauty of trees that the convenience of the moment may be satisfied. Further, the side parking, in its prevalence and very excellence, gives opportunity, even where there is no alley, for burying wires at relatively little cost, since it becomes unnecessary to rip up pavements. The southern section of Fairfield Avenue in particular is a noble street, so handsomely paved and curbed, and so enriched with beautiful lawns representing heavy private expenditure, that it is absurd to allow it to be marred by great poles burdened with countless wires. Incongruous, too, on this street is the cheap and flimsy method of suspending the street lights. They should have good standards.

Private lawns contribute particularly to the beauty of Fort Wayne streets because of the general absence of front fences and a considerable absence of line fences, in front of the dwelling line. This is one of the charms of the city and is to be encouraged and made even more universally the rule. Omission or removal of fences is a simple thing for the house-holders, saving rather than costing money, and in the act lies, in American cities, one of the secrets of beautiful street and city making. The humblest homes, even though lawns be unplanted save with grass, gain a certain simple dignity that is pleasing, if they be set back from the walk and left unenclosed by fences. Back of the front building line, there may be all the privacy one wants; and with Fort Wayne's deep lots quite as much garden as most city dwellers have inclination and time to care for.

It is a pity that with deep lots the houses are so often put close to the street. On some of the older thoroughfares they are almost at the walk line. Apart from the greater comfort and attractiveness for those who live in the dwelling, if it be

located well back from the street, there is the greater beauty imparted to the thoroughfare by the increased width such action seems to contribute to the street; and the appearance of greater size and consequent value given to the property itself. For when the house is close upon the street the passer is prone to assume that shallowness of lot is the explanation.

This setting of houses forward when lots are deep is not, however, an unusual phenomenon. And it has had always the same meaning, which is one of sinister import to the city where it is found. It means a tendency to use for additional housing



Simple homes dignified by a setting of unenclosed front lawns. A street in Fort Wayne.

the back of the lot with alley frontage. Tenement and slum conditions have their worst development under such circumstances, as the investigations lately made in Washington and St. Louis conclusively prove. The beauty of the one city and national interest in its development, and the unusual civic pride and spirit of the other, were no proof against the creation of breeding spots of disease and crime in the houses on the backs of lots. Removed from the cleansing glare of publicity, they become difficult to watch and control.

So long as alleys are used for legitimate alley purposes—that is, for what may be briefly summarized as the backdoor service of street-fronting houses and buildings—they are a valuable feature of the city plan. When dwellings are constructed to face on them, they become a serious menace. The President's Homes Commission, reporting on Washington's alley conditions to President Roosevelt, said: "By far the best way to do with alley houses is to do away with the alleys by converting them into minor streets." The commission calls attention not only to the difficulty of supervision, but to the danger of having "scattered through the heart of the city" and "really in very close contact with the best residences of the city," the sort of population that is most likely to be found in alley dwellings. As to the means of converting alleys into minor streets, the legal and economic aspects of the question and the examples of England and Germany in handling a like problem, I shall do best to refer you to the long report of the Homes Commission—to be obtained free on application—with its full discussion. The danger may not seem to you serious yet in Fort Wayne; but it threatens and is sure to develop if not checked.

Turning from the general to the particular, I shall reserve most of my suggestions for special residence streets to that portion of the Report which will deal with the parks and their connections. The jog in Lewis Street, where Hanna crosses it, is unsightly and even dangerous; but can be quite easily corrected if action be taken promptly. The jog in Fairfield Avenue at Brackenridge crossing is very unfortunate, a long handsome street seeming to terminate as one goes north, in the hideous brick wall of a two-story building. If one gets around the corner of that building the avenue stretches attractively on again. Such instances as these should give backbone to city officials in refusing to accept, in the new additions, streets that do not properly connect with existing thoroughfares. The beauty and convenience of the community as a whole should be recognized as paramount to the profit of in-

dividual landholders. The more progressive cities are now, in the better appreciation of city-planning, quite commonly taking such a stand. But this only applies, I should hasten to add, to streets, as that term is usually understood. It does not apply to those semi-public "Places" that, in their very informality and picturesqueness, may lend charming distinction to a residential section.

At the intersection of East Creighton and South Hanna Streets, the location of the Lutheran church is very fine. The



A church (in Massachusetts) that has little garden space, but has made that little beautiful with planting.

view through Creighton Avenue of its slender spire is one of the best things in Fort Wayne. It conveys a suggestion that has wide application and should be heeded. But generally speaking, the churches of Fort Wayne have not that attractive landscape setting which usually can be given to even the simplest church on the commonplace lot, and which ought to be given if our religion means anything.

The school yards, too, should be better developed. They are scattered throughout the residence district and, as the most numerous and most widely distributed bits of public property, should set an example of adaptation to purpose, of neatness, and of so much beauty as is compatible with their use for play. In area, most of the Fort Wayne school yards are too small; and it should be reflected that if they are not large enough to give play space to the children, they are hardly worth their cost. Economy would suggest, in such case, their elimination altogether—a backward step in popular education which no city, however poor in purse or spirit, now considers—or making them adequate. Just as authorities have determined the minimum amount of cubic air per pupil which a school room should provide, so it is agreed that at least thirty square feet per pupil should be given in the school grounds. The compactness with which Fort Wayne is built, comprising as it does a general playground argument, makes particularly necessary the adequacy of the school yards.

In the more outlying districts, the school yard should be large enough for school gardens. A great deal is being done in this direction, often under conditions less favorable than at Fort Wayne; and a great deal of helpful material has been printed on the subject, including publications by the United States Department of Agriculture. In fact the Association of City and Town Superintendents of Indiana issued some years ago a pamphlet on the subject which is full of suggestion.

Not only should the school yards as a class be larger, but, I have said, they should be pleasanter to look upon. The fine High School, for instance, is a striking example. What citizen would put up a house of such value, or even a good looking factory, and not improve the grounds? There should at the very least be shrubs on the Lewis Street corners, and on either side of the Lewis Street entrance. I append photographs giving an idea of the setting of a high school in Cambridge, Mass., and this is a fair example.

In Chicago, \$150,000 is being expended this year simply in the adornment of schoolyards. Flowers and shrubs are placed around the borders and against the building, where they trespass on no play space. But it may be added that the work, which has been in progress there for years, is exceedingly popular with the children themselves, a rivalry in beauty of grounds growing up among the schools that have been thus improved. That there is set an example and stimulus to the



High School Grounds, Cambridge, Mass.

neighborhood, that the school becomes an inviting center and that the child unconsciously learns to appreciate beauty, are facts that need no telling. It is a curious circumstance that among the smaller public buildings of Fort Wayne the fire-houses are set in more attractively-kept lots than are the schools —though the latter are supposed to stand for and to raise the community's ideals of culture.

Very beautiful is the residential tract developed east of Hoagland Avenue, between Pontiac and Killea Streets. Here a lovely grove was not ruthlessly cut down, that bare lots might be created, and characterless streets put through to be planted laboriously with stripling trees. But with only a little thinning the grove was left to make for city homes an ideal setting and to offer in its beauty and success an example to owners of other such tracts. To an inspiring but almost dan-



High School Grounds, Cambridge, Mass.

gerous extent the development of the City Beautiful and Pleasant lies with the owners of such residential tracts, as from time to time these come into the market. That they should do as was done in this case, and as seems now to be promised in the new Lakeside district, cannot be too strongly urged. In fact, the charming curving way, with its varying play of light and shadow—now so little known in Fort Wayne—cries out for development.

IMPROVEMENT OF THE PARKS.

Discussion of Fort Wayne's parks, playgrounds and park approaches, may properly be divided into two sections. In the first we will consider the improvement of what Fort Wayne already has in this line; in the second, the additions that are needed in order to develop out of the present isolated units a system.

It is well to recognize at once the two-fold function and character of this kind of city property. Most persons will say that a park is designed to be beautiful. So it is, but its purpose is also actively to serve. Passive beauty alone must not be the end sought in the system as a whole, and in an industrial city particularly—much more, for example, than in a capital city—there is need that the park system furnish recreative facilities. So the “improvement” of existing park lands ought not to deal simply with their landscape development.

Moreover, in presenting many suggestions as to the latter, I would have it understood that these are not to take the place of a carefully worked out landscape design. That is a necessity for every park, however little or however large. The smallest and least expensive park in Fort Wayne occupies land worth a considerable sum of money. No intelligent citizen would consider the construction of a house having the money value of one of the parks without first securing from an architect a plan to build to. Yet it were better to do that than to attempt to make a park without a competently prepared design. For the house might have to satisfy only himself, while the park should satisfy the best taste of the whole community; and if a door, or window, or partition in the house proved unsatisfactory, it could be more quickly changed than can a great tree, or a lake, or forest or meadow land. Finally, in a score or so of years the house might be replaced; the park is built for centuries. To create a landscape is as technical a process as to

build a house; and if one does not attempt the latter in happy-go-lucky fashion, even for himself, one certainly should not thus attempt the former for his own and following generations. The suggestions I shall make have as their purpose, then, the showing that present conditions are not by any means ideal, that it isn't unnecessary and isn't too late, to secure careful study and expert design, which may guide for many years to come.



Sheep and shepherd on a park meadow.

Beginning with Swinney Park, and approaching it by Washington Boulevard, the entrance is disappointing and unworthy. You are driving out a beautiful residence street which is to terminate, you are told, in the principal park. Suddenly the fine street is blocked by some trees and bushes, which grow directly across it and only partially hide the view of a stretch of low waste land beyond the practically invisible river. As you search for the park, you see a road that leads

off somewhere to the left, and surmise that thither may lie the way. But the fact is, you are already in Swinney Park. You ought to know this and delight in it. A dreadful suggestion has been made that an electric sign be thrown across the end of the street at this point, with the words "Swinney Park"—why not, rather, "This Is It," with a pointing hand?—so that one may know it. But the right thing to do is to create there a beautiful park-landscape, picture, that will not require a label.

That waste land across the river, flooded every spring, has almost no other value than as a background to such a picture. The city should get it, should make of it a park meadow—browsing sheep would add life and interest to it in the summer and would keep the grass cut for nothing a year—and with wildflower border the meadow and river could meet. Then there would not be need to block Washington Boulevard with an ineffectual screen of shrubs. There would be at once a sense of openness and spaciousness, a real park scene, at the street's end. And two tall trees—spruces, perhaps—standing on either side of the boulevard terminus, would frame the picture and mark the entrance. Then the road that curves away to the left would not seem, as now, an insignificant by-path; but would take its rightful place as obviously a park drive.

Further within the park, the lake, which ought to be a landscape feature of great beauty, fails now to please. What I shall say of this lake applies as well to that in Reservoir Park. Did you ever see their like in nature—or anywhere outside a barnyard? A pool with canal-bank shores is not the proper landscape ideal—not even with an island in it. I have seen children make a sort of mud-pie island in the middle of a water-filled excavation in the seashore sand, and then stick a few twigs on the island, with an effect quite like that at Reservoir Park. Now, the Park Commissioners are not the ones to blame. They are serving the citizens with self-sacrificing interest, and undoubtedly in their study of the parks have already made to themselves the criticisms here submitted. But they are not landscape architects; their lives have been given

to other subjects; their duties are properly administrative. The people have no right to hold them responsible for landscape failings if they are not given the money with which to retain expert advice and with which to make the purchases needed to round out park properties. A shore line, of which the irregularity shall be emphasized by the planting; where the neatness of water lapped greensward shall alternate with the charming forgetfulness of wading iris, and with the shadows of willows and overhanging shrubs—such a shore line, broken



A natural looking shoreline in one of the parks of Boston. This has all been planted.

by bays that are pictures in themselves, and with an island that speaks of romance and seclusion, these are not things that successful business men can create offhand with the aid of day labor. Trustees of a library are not expected to write, even though granted stenographers, the poems which the public go to the library to find.

One of the purposes of a park is "to provide relief and repose to city-wearied senses." Yet at the south end of Swinney

Park, the trains that are constantly thundering past are unconcealed. And not only that, but they are on an embankment which has the effect of placing them on a stage, and so of making them an even more dominant feature than they otherwise would be. This is destructive to "relief and repose." Neither railroad nor park is to be given up, but the railroad can be hidden by planting. At Edgewater Park in Cleveland, precisely a like condition was presented, and I append a photograph to show how it was met. There is no necessity that the railroad should be seen from Swinney Park.



How the railroad is effectually screened at Edgewater Park in Cleveland.

At the north end, where, in the shadow of big trees, the murmuring river in its sweep around three sides resistlessly calls one to the shore, the view presented is of a near opposite bank cluttered with rubbish and outhouses. If one goes across the river to investigate conditions, he finds that the most unsightly of the properties front on Main Street, and are lots of such shallowness that better development could hardly be expected. while the money value of the narrow, steeply sloping strip of land must be relatively slight. To acquire and

make beautiful that river bank would, therefore, confer benefit in more than one direction. It would substitute beauty for wretchedness in a park outlook, it would redeem a section of Main Street for which there is no other hope, and it would bring the park into touch with Main Street.

In general, it may be said that the opposite bank of a park bordered stream as narrow as the St. Mary's river is scenically just as important as the near bank. It is the frame to the picture—indeed it, more than the park in which one stands, is the picture, the open stream putting it in clear view and making



An island in Wade Park, Cleveland, that is a tangle of wild rose and other bloom.

it the thing one looks at. Setting out to create a beautiful gallery, one would not think that the lovely rug under one's feet would excuse bare or hideously daubed walls. The hanging of the walls with beautiful pictures is certainly no less important than the rug. So in a park, not the place on which one stands so much as the thing one looks at, counts. Yet at Swinney Park there seems to have been little thought of the outlook. For the park's sake, to preserve to it the beauty which

is its right, the park boundaries should lie over the crest of the further shore, not where Main Street alone is border, but as far as the river circles. For the most part, such addition would now cost very little.

A mean little iron-girder foot-bridge leads from the grove to the opposite tableland. From a section of West Main Street from which one could almost throw a stone into Swinney Park, one must now, if he would enter the park by vehicle, drive a full mile. To a rapidly developing section of the city.



The frame of a landscape picture, Swinney Park, Fort Wayne.

this is not the degree of accessibility which the park investment warrants. If one will walk, he can enter the park at closer distance by the iron foot-bridge—and in so doing fancy that he is crossing a moat to enter a dungeon. But such is not the impression which a park entrance ought to convey. That a new bridge, and one which is wide enough for driving, is needed here, is manifest. A suggestion that it might be of concrete, I cannot endorse with enthusiasm. Concrete bridges are essentially architectural compositions and any formalism

here, where one terminus would be a quiet residence street and the other a shadowy wood, could be only a false note. The required length is not great, and a rustic-seeming wooden bridge is practicable and probably would blend better with the environment.

With good city planning a few years ago, the streets at the end of the foot-bridge, in the bend of the river south of West Main Street, would have been given high-class residential development. Even now the conditions will no doubt be greatly improved with the building of an attractive and adequate entrance here to the park, with the acquirement for park purposes—as proposed in discussing the Washington Boulevard approach—of the low land at the apex of the triangle, and with the development of Bluff Street. For, with the little tract thus park-bordered on three sides, protected absolutely from encroachment of any unwelcome kind, it will become a natural extension to the high-class residence section to the east of the river. That section is already finding itself cramped and needing such place for overflow. This tract, too, is in convenient touch with a business street on which is a direct car line to the center of the city. With the suggested changes the tract should furnish home sites that will be greatly esteemed.

As to Swinney Park, we should note what a bridge adequate for driving will mean to the park, if placed here. It will mean that persons entering the park by Garden Street or Washington Boulevard and circling through the grove will not need to leave it as they entered, simply retracing their steps. There will be created a loop drive. Having taken the present park circuit, they can cross the bridge, turn south again, via Mechanic Street, to the suggested low meadow, skirt its northern edge by a short link to be constructed, and so join Bluff Street which, bordering the river and almost a parkway already, joins West Main at the west end of the bridge. As a drive is now being developed on the river's east bank, from Washington Boulevard to Berry Street—one of

the best things ever done in Fort Wayne—and is almost sure to be carried as far as Main, both banks will here be protected and a complete park-loop drive thus established.

With all these changes, Swinney Park would be quite remade from a landscape point of view. But its function is not simply to be looked at, nor to give pleasure only to those who drive. It has, or ought to have, an active recreative function. There are two admirable playground sites. One is at the south end of the park, near the Garden Street entrance. This is bright and sunny; the tract is an independent composition, so that no apparatus placed here would be an intrusion on the shaded picture in the river bend, and the location is very close to the homes—the latter point an important one in providing for little children. Here, too, there are admirable sites for tennis courts. The grove also presents a playground possibility; but my suggestion would be the encouragement there of a quieter and less artificial kind of play. For example, the outdoor gymnastic apparatus, the popular chute, or slide, for little children; even, in my judgment, the sand boxes, should be relegated to the south end site. But what a place is this for luncheon under the trees, for games of Prisoners' Base, or Hide-and-go-seek among one's friends, for listening to stories of fairies or robbers, for confidences, for reading, for solitary walk! For these delights the grove presents a unique and unusual attraction.

I suggest, then, that the equipped and directed playground be located at the southeast end of the park; and that in the grove there be constructed a rustic refectory, which will harmoniously blend with the surroundings. The building might be so constructed that the piazza, or a section of it, would on occasion constitute a bandstand, and speaker's stand, the tall trees in the surrounding grove being columns of a natural auditorium and their interlacing branches its vaulted roof. The refectory would serve as shelter in sudden storm; the lights, suspended from its exterior walls, would make possible the removal of the hideous pole which now serves as standard;



Site for suggested Refectory in Swinney Park.

the toilet facilities of the building would eliminate other of the park's objectionable features, and the plain wholesome food, the hot tea and coffee, the cool temperance drinks, would simplify picnics, and thus increase their number. The rental of the concession should pay at least maintenance and interest charges on the building. This being so, all the convenience and comfort the building brings would cost park and public nothing.

My conception of the use of this part of the grounds is that many a family picnic would gather here; that thither would come, from the formal playground, children tired of exercise, to eat their lunch, play in the shade and listen to stories; that children from the West Main Street section—to whom this portion of the park would be much nearer than would the playground proper—would find here opportunity for play in the old-fashioned sense, with no great walk to the parallel bars and giant stride if they sought for exercise. This would be the place for other moods than those to which sunshine, bright flowers, and moving apparatus appeal. For young and old, to come here would mean, not getting tired, but getting rested; and even in their play the children here would scatter rather than crowd, while the older folk would assemble in small groups. As we study the parks of Fort Wayne we shall note their unusually excellent distribution, such that none is obliged to serve the whole community, catering to far gathered thousands, but each can pre-eminently draw from and serve its own neighborhood—as this plan suggests that Swinney Park should do.

I have spoken of Swinney Park at greater length than I shall discuss the other reservations. It is larger than any other, has been the most developed, and is the most popular, and so it has served well to illustrate in its shortcomings and possibilities of a greater usefulness, the universal need of expert planning. Some of the things said of Swinney Park apply also elsewhere; but I shall make a few specific suggestions.

Lawton Park, which is next in size and completeness of

development to Swinney, is, I consider, more radically wrong. The adopted plan of development is the most expensive that can be given to a park. No city but a very large and rich one could afford to transform forty acres into a garden and adequately keep it up with bedding plants. Yet that is the goal which Fort Wayne, with its meagre park allowance and great park needs, has set itself. Necessarily there is failure.

The railroad, which a hedge of poplars, planted six or eight feet apart on the west side of North Clinton Street, would easily hide, is in full sight; the three driveways are laid as straight as engineering could make them, with no grace of curving line, no suggestion of loitering, no invitation to note the border—only the unworded but positive injunction, "Watch the road, and get out of the park as quickly as possible;" the small iron bridge that crosses Spy Run is almost as bad as is possible; the rockery, which is designed to be an accent at the end of the bridge, is hidden by untrimmed trees; and even Spy Run is neglected, to appear according to season as an unfortunate ditch or as a roistering intruder. Nor, finally, is the adopted style of development, even though perfection were attainable, that which would best serve the neighborhood.

Lawton Park ought to be replanned, on an entirely different scheme. A loyal and public-spirited citizen, having the means and inclination to benefit his fellows, could hardly do for Fort Wayne a better or more popular thing than to make possible the sort of development Lawton Park ought to have. It is trite to say that in so doing he would build himself a monument to which the years would add only worth and beauty.

The first thing to be done would be to extend the area of the park to the river, from Spy Run Avenue to North Clinton Street. In the seeming this would bring the park very near to the center of the city, for entrance could then be arranged at almost the ends of the bridges on Clinton and Spy Run Avenues, doing away with the necessity of traversing those unattractive and narrow streets in order to reach the park. North of the river, those streets have a width of only

fifty feet—too little for the normal traffic of such thoroughfares, and totally inadequate to bear pleasure driving besides. The extension of the park to the corner of Clinton and Fourth Streets, adding a block only three hundred by one hundred and fifty feet, is indeed so prime a necessity, even if there be no change in the park's style of development, that the city ought to do this whether or not there be dream or possibility of better things. The acquirement and addition to Lawton Park of that little block is to be counted, in fact, one of the most obvious of Fort Wayne's civic improvement needs.

But with the addition of the low, flooded, marshy lands that now lie between the park and river—lands to which only a long lapse of time or large expense can give commercial value—there would open an alluring possibility of many isled lagoons, of a beautiful and unusual, and withal most central, people's park, lovely at every hour, but a veritable dream of beauty on a moonlight night. What other Indiana city would offer to its people such a pleasure ground, and with what reason Fort Wayne could then make claim to the title of City Beautiful!

The lagoons of course involve a dam in the river just below. This would be of the adjustable type—such, for example, as the beartrap, the needle, etc.—which, lying on the river bed at high water, can be lifted when it is desired to raise the water's level. There is no serious difficulty as to that. And with the park extended to the river, there would virtually be added to its area not only the river area, in itself a large and useful addition, but the tract of land which the city already owns on the east side of Clinton Street, across from the ball grounds, for very little expense would extend the latter holding to the river. Thus would Lawton Park be brought within almost a quarter of a mile of the Court House, and made useful and beautiful.

Regarding the land which the city now owns east of Clinton Street, its greatest civic usefulness would lie in its development as an athletic field. Two other uses have been pro-

posed: As a market site, for which purpose I understand that it was bought, and as a children's playground. For the latter use it seems to me unfitted by location. Most of the children would have to be sent a considerable distance to reach it, and the journey would lie through streets from which children are best kept out. Those approaching it from the south would have to cross the railroad, while children coming from the north—to whom Lawton Park would be much more accessible—would have to skirt a railroad and cross the river. At Des Moines, a plat very similarly situated—but much more attractive with its big trees, and fully equipped by the city with apparatus and with an unusually good rest house—has now been abandoned because, owing to such location, the children would not, or could not, go to it. For the market purposes the tract's location is better adapted. But no railroad touches it; to place the market here will be to draw into the now congested business streets that sort of teaming which most impedes traffic and most litters highways; it will be to add seriously to the congestion on fifty foot North Clinton Street, and on a bridge that is too narrow now for sidewalks, and thus to impose a greater barrier to the general use of Lawton Park. It will mean, too, the abandonment, for the sake of a market, of the idea of that larger, more beautiful, and more useful park which would include the river.

But the development of municipal athletic grounds on this tract is unaffected by these several objections to other uses and has much to recommend it—especially, as I have already suggested, the circumstance that this use would practically annex it to Lawton Park, should the latter be extended to the river. In an industrial city, provision for healthful outdoor exercise for employees is a real necessity, advisable for economic and social reasons as well as for those affecting health. With the increased specialization of labor, which is more and more limiting employees to piece work, in which throughout the long day a single group of muscles is exercised by the worker, there is great need of a chance for mechanics, clerks, and workers of all sorts to play baseball and other games, and to use the sim-

pler gymnastic apparatus, that may bring all muscles into play. They should not only be able to do this freely, but to do it without sense of obligation to any philanthropic association or sect. In the aggregate these men, many of whom own their homes, pay directly or indirectly a considerable sum in taxes. These go for all kinds of purposes, some of which little affect them, and they can properly demand that from the park appropriations a share be set aside to provide expressly for their needs. This demand employers might well endorse, for there results from such provision, with its social and moral as well as muscular benefits, an unmistakable increase in the efficiency of labor.

Indeed, there should be consideration of the growing and significant frequency with which manufacturers, in seeking location for their plants, now add to the subjects of their inquiries a question as to the municipality's provision of parks and recreative facilities. In more than one case a city has gained a great establishment because it made better showing in this respect than did its neighbors. If such a recreative field is to be developed by Fort Wayne, as it certainly ought to be, there manifestly could be no more conveniently and harmlessly central a site for it than on this ground, which the city already owns, east of Clinton Street.

With reference to Lakeside Park there is little to say, since it still awaits development. The most serious immediate problem is the location of the street car line, in its proposed extension to Walton Avenue. My judgment is that the line should be extended directly out Columbia Avenue. In doing this, a pretty concrete bridge, with sidewalk provision, should replace the present structure. The plan of thus extending the tracks reduces to a minimum the cutting of the park; it involves one curve instead of two—an advantage which is not to the company alone—and it leaves free, for parkway development, the portion of Lake Avenue which extends from Crescent Avenue to the projected boulevard, one hundred and twenty feet broad, that

the owners propose to dedicate from Lake Avenue to the Driving Park. If the Lake Avenue link be kept free from car tracks there can be developed a fine parklike drive—a mile long—from the Columbia Street bridge via Edgewater, Crescent and Lake Avenues, and the new boulevard, to the Driving Park.

That drive, which now requires the doing of so little for complete realization, is an end worth striving for. The Edgewater Avenue section of it constitutes, or should be promptly developed to constitute, a parkway approach to Lakeside Park. As such it will practically be an extension of the park, carrying it to the Columbia Street bridge. To this end the dyke bank should be sodded, as now has been done much of the way; the corners of the avenue rounded into sweeping curves; and on top of the dyke the walk or promenade made readily accessible and given here and there a seat. The whole effect, both on and below the dyke, is Holland-like and very beautiful, and is one of the most charming features of Fort Wayne. As it is proposed to deed to the Park Board land lying on Lake Avenue, between the present park limits and the projected boulevard, the whole course, from Columbia Street bridge to the wide boulevard, will lie through park lands. Concrete plans for Lakeside Park will of course include bathing facilities.

My opinion has been asked regarding the park availability in this connection of the Driving Park tract. With the development of Lakeside, and the extension and replanting of Lawton—which seems to me a great deal more important than the acquisition of new and independent areas—this section of the city would have such admirable park provision that there would be no real need of an expenditure for additional parks. Of course a gift of the tract might, on the other hand, be gratefully accepted, as providing for a future when streets and homes are likely to fill the field now north of it. The vacant ground inside the track might be put to use as golf links, but that development could perhaps be arranged while the park



A bend in the river, from the dake.



Another view of the dyke.

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Out of shadow into sunshine on the dyke.

is still in private ownership. As the property is comparatively "close in," and can be reached by a five-cent fare, the attempt would be worth making.

Around on the south side of the city is the newly acquired Weiser Park. This also is undeveloped. It is a beautiful grove of twenty-two acres, well located in respect to the homes, and admirably adapted for development as a neighborhood park. Here the family, as distinguished from the individual, from the crowd, or from the class, should be deemed the unit to be served. The park needs extension to the line of the street north. To stop short of the street, as now, means leaving on the intervening strip a row of houses which, facing the street, present only their back yards and back doors to the park. That is not the right sort of a park boundary. If this extension be not made, people will be telling in a short time how cheaply it could have been obtained at the beginning, which is now, and will marvel at the short-sightedness that failed to act. Development of the park for neighborhood service involves, among other things, the provision of opportunities for making fires and simple outdoor cooking. The safest, least expensive, and most delightful way to provide for this is by means of little stone or concrete ovens. It will also involve, in time, the establishment here of a small supervised playground.

The matter of children's playgrounds is an exceedingly, even an unusually, urgent one in Fort Wayne. There are two reasons for that fact. First, the remarkable compactness with which the city has been built. One rarely finds a city which, with population as small as Fort Wayne's, contains so few vacant lots in its inner sections. Indeed, very few cities with a hundred thousand population are built as closely. This means that the bulk of the children of Fort Wayne have little opportunity for play except in the streets—and almost no opportunity for group-play, with all the social and educational benefit that confers. The second reason that playgrounds are an unusually urgent need in Fort Wayne is the circumstance that most other cities of equal size already have well organized

playground systems. In this respect Fort Wayne has been lagging.

I recommend that an effort be made to secure the establishment ultimately of an equipped and supervised playground in each of the larger parks. And if in any case there must be choice between supervision and equipment, I would advise you that the former is the more important.

Considerations that make the parks of Fort Wayne favor-



Where picnickers boil their coffee. Stove in a park at Des Moines.

able locations for playgrounds are, first, their admirable distribution and their comparative nearness to the homes. Not one of them is remote. Swinney on the west and Lakeside on the northeast are on the one mile circle that takes the Court House as center. To the north, Lawton is a quarter mile nearer still; to the south, Weiser, though two miles from the Court House, has, like the others, many houses directly at its boundary. In the belt of residences that surrounds the business por-

tion of the city—a belt that averages a mile and a half in width—the eastern section alone is not provided with park and play space. Earnest effort should be made to secure a site there. The second consideration is that, owing to the compactness with which the city is built, it would be very difficult to obtain other adequate play space except at heavy expense. Not only are the large parks just where playgrounds are needed, but it would be difficult to find other places for playgrounds. Third, the parks are already publicly owned and the money saved through not having to purchase sites can go into equipment and supervision. Nor is the saving only in purchase of land. A playground, frequented by many children for long hours, must have toilet facilities, which must be sanitary, and it should have a shelter. These are the most expensive items in playground equipment. But in the development of the parks these will be taken care of. Finally, the spaciousness of the parks provide, also, for expansion when this is needed.

I have recommended, and shall yet recommend, a large expenditure for the parks of Fort Wayne, that they may be brought up to the standard of usefulness they ought to have, and which such a city as Fort Wayne needs and deserves from its parks. If, with these expenditures, the commission is unable also to develop playgrounds, I suggest that private philanthropy can find in the economical provision of playgrounds an object that will not want for friends. As has been done in many cities, the Playground Association can probably obtain from the Park Board permission to create and maintain a children's playground at a designated place in each large park. Eventually, when the success of the experiment, its popularity, and the need for such provision have been proved—and the proof never fails—the city may take over the cost of maintenance. The growing municipal custom is to put the control of playgrounds in charge of the Board of Education, on the theory that the playgrounds are supplementary to the school system, rounding out the training of the child, developing its lungs, heart and muscles as the school develops his brain, and

joining with the school in the development of character and of social consciousness.

Far to the west of the city, in the rolling mill district, there is a fine grove of some twelve acres, known as Rockhill Park, though at this writing not formally received by the city as a park. It would constitute a good one in a good place; but if the city is going to make a purchase in this region, a better tract to buy, in my judgment, is that bounded on the west by the Lake Shore railroad, on the south by the Pennsylvania, and on the east by the St. Mary's river. The railroad boundaries are objections, and the geographical relation of the tract to the rolling mill is unfortunate; but neither of these drawbacks is as serious as the bare statement suggests. The railroads are on a considerable embankment that can be pierced by a subway, to obviate grade crossing for entrance. This embankment will make a clearly defined and, when screened by planting, not necessarily unattractive boundary, and one which will effectually shut out any industrial developments that may take place in the neighborhood. From the north the tract is directly approached by several pleasant streets.

The positive advantages are conclusive. The purchase of the tract for park purposes will preserve the beauty of the river bank opposite the west side of Swinney Park, just as we have already contemplated its preservation on the north. It will substitute for two parks close together, and the more important one with an unprotected boundary, one good sized, adequately-defined pleasure ground that will serve exactly the same population as would the two, and serve them better. For in parks as in business, consolidation often means, as it certainly in this case would mean, economy of operation, improvement of product, and a larger public usefulness. Moreover, the tract itself is well adapted for park development. The contour is irregular, the greater portion of it is timbered with fine old trees, while at the extreme northwest corner—at the very spot to be chosen for the purpose—there is a cleared plain, where a well-worn baseball diamond indicates the ideal purpose for which it is foreordained.

Backwater from the river overflows the tract's lower portion at flood seasons, but the higher portions are probably not often affected and a high ledge extends along the tract's south end quite to the river bank. A foot-bridge should be thrown from here over to the present Swinney Park. This will greatly increase the accessibility of Swinney Park to the west side, as well as making one pleasure ground of the whole. My thought is that the driving should be confined to the limits of the present park, while across the bridge one would be free from the dust and danger of vehicles and at liberty to follow footpaths among flowers and ferns, seeking and finding there a naturalness and romance which Swinney now can never offer.

Of the remaining parks of Fort Wayne, nearly all are small. The largest is Reservoir. This is in a choice residence district and is dominated by the high and very steep embankment of the reservoir, which occupies perhaps a third of the total area. On the west half there is a lake to which may be applied the comments respecting the lake in Swinney Park. In fact, the greater conspicuousness of this and the considerable dependence of the park upon this feature for its landscape beauty, should add emphasis to former criticism and suggestion. It would be proper also, in the case of Reservoir Park lake, to enhance its evening beauty with the witchery of lights. The park is really, with its near border of streets, only a city square, where a touch of the formal and artificial will not violate good taste. Incandescent lamps on ornamental little standards, with wires in conduits, may be placed near enough the water to be reflected in its surface. The park needs as a whole very careful expert planning. It has admirable possibilities—in fact, it is capable of being made one of the most interesting parks of its kind in the United States, for one does not often find in a single city square a good sized lake, containing an island, and then a high hill with an unlimited supply of water at the top of it.

For the present, pending the preparation of a careful general plan, it is enough perhaps to advocate the beautifying of

the margin of the lake, the removal of the thronging poplars, the more artistic lighting of the whole park—this need not be an expensive undertaking—and the correction of the walk system south of the reservoir, by taking up the present walk which parallels the street and placing it where the well worn diagonal path gives unmistakable hint that a walk is needed.



investment value to the money expended on them.

Hayden and McCulloch Parks are little ornamental squares, properly developed with multitudes of flowers. There would be saving of expense, however, and no loss of beauty, if perennials and flowering shrubs were used to some extent instead of quite so many annuals. As the latter require replacing every season they result, by their demands on labor and stock, in the costliest kind of parks. Parks of this character are necessarily showy, but there should be effort to give a relatively permanent

These "city squares," as such ornamental open spaces are usually called, are a delightful kind of park, but they are also the most expensive kind. For more important than the cost of maintenance is the circumstance that through their existence many valuable building lots are taken from the tax lists. The added value of abutting property seldom restores the whole of this loss. But if, in the improvement of a closely built industrial city, we must forego the ideal of many such open spaces, we should the more eagerly seek the opportunity to create these

where, at no sacrifice of precious building land, they may yet perform a similar ornamental service, and perhaps a larger social service.

In Fort Wayne there exists a remarkable opportunity for doing this. I refer to the possible creation of pleasant little outlook points overlooking the river on the dead ends of those streets that cross East Wayne—as Francis, Harmer, etc., all the way to Coombs. All these terminate in the bluff, which gives to them a commanding view up and down the Maumee, and across to the dyke, while one of them has itself big trees and is beautiful now. No land will have to be bought. It is a question simply of a little less paving, or a little less mud or dust, and of providing some benches, and now and then a picturesque shelter—the thatched outlook at Robison Park is a suggestion; of adapting a now perfectly useless bit of public property to community service, by transforming a dead end of street into a neighborhood park, where one may enjoy the view, get fresh air and watch the sunset. Only a little space would be occupied, but the eye would travel far. It is a city's turning to account such opportunities as these that give to it a distinctive charm and make it loved.

With reference to Harmer Street, there is some chance that its end will be needed as an approach to a bridge, to be thrown over to the Lakeside section. That bridge ought to be concrete and, in such setting, of beautiful design. About 500 feet east of its line is the old crossing where took place that historic massacre of Harmer's Ford, to which, I am informed, the city really owes its origin. The Daughters of the American Revolution are contemplating a suitable marking of the spot. If a beautiful bridge be constructed, I suggest that the chapter be invited to place the tablet upon it, where it can easily be seen, and that in recognition of such marking the structure be known as the Memorial Bridge—so still more increasing the interest in this locality.

This is not an easy chapter to sum up, for every park presents a separate problem. But out of the discussion I would

have these facts stand out with emphasis: 1. Swinney, Lawton and Weiser Parks need additions of area to correct their boundaries. Happily, the needed lands can be obtained at this time very cheaply. 2. The further development of all the parks should be in accordance with carefully made plans. 3. Playgrounds are much needed, but for the present there will be advantages in developing these in the parks, even if this has to be done by private initiative. 4. The best ideals of landscape beauty and social service should obtain in park development. By no other means is the higher side of the public life touched so easily, so pleasantly, and in so many ways.

With reference to the latter point, music may be and should be made a great feature in the parks. In Rochester the popular taste has now been so developed that rag time has been eliminated and 30,000 people gather for a strictly classical program by the park band. Vocal music also, by the singing societies and massed choirs, is practicable and popular. In Hartford, park employees are trained to act as do attendants in a library, calling the attention of visitors to interesting trees and shrubs and birds. In yet other parks, water fetes and illuminations are a feature; in yet others skating and coasting in winter and kite flying, etc., in summer, offer entertainment, while always there remains, as the peculiar park attraction, beauty, calm, and silence, to rest city-tired nerves.

The financial aspect of the question of course demands attention. Some help may be expected from public-spirited individuals; but for the most part the improvements described in this chapter will have to come, sooner or later, from the community. In this connection, I would call your attention to three facts: First, one can hardly conceive a more legitimate purpose for a bond issue than is the purchase of park land. In land the bond has a security which is steadily increasing in value; not wearing out as do the school houses, public buildings, water works, sewers, pavements, bridges, and other things for which municipal bonds are issued. As the bonds ap-

proach the end of their life, the land that was purchased with them will not only be doing a larger public service than at the beginning, but will be of much greater intrinsic value than when they were issued. Second, in no municipal expenditure do taxes seem to the people to give such direct and measurable returns as in the parks. Third, the effect of adequate park development on contiguous property is such that through increase in value the city soon receives in taxes more than it pays for the parks. Consequently, the parks are to be properly considered as investments. Within a few months, an investigation of this matter has been made in Madison, Wis. Members of the Common Council there questioned the advisability of some appropriations desired for the parks, and a committee was appointed to investigate the claim that a city's parks are really a municipal investment. No study was made of the work the parks do, of the effect they have on the public health, of the vistors or new residents they draw to the city. The study dealt with tax figures only, and there were some local conditions that made it probable that the showing would not be as favorable as it might be in many cities. The painstaking study with its quantities of figures has been published in a pamphlet. The conclusion, however, may be briefly summarized as follows: Twelve and one-half per cent. is a low average of the proportion of increase in assessed values which, in the judgment of the committee, has been directly caused by the establishment of parks, drives, playgrounds, and open spaces in Madison. At the current tax rate, this increase is now bringing annually into the city treasury almost exactly twice the annual cost of the parks—this cost including, in the calculation, not only maintenance appropriations but interest on the investment.

RIVER DRIVE AND PARKWAY SYSTEM.

It was interesting and not a little significant to observe in the course of my investigations that the improvement of Fort Wayne was popularly interpreted to mean the planning of a river drive. But this Report will have failed in its purpose if, in the many pages it has covered before reaching that subject, it has not shown that comprehensive improvement of the city must mean a great many other things as well. There should not be inference, however, that the other things are more important than the drive—some of them are not as important. For in parking the river banks, and putting drive and walk along their edge, Fort Wayne will be turning to account its greatest natural asset, and developing its own proper individuality—in which, so far as this is gracious, rests the charm of every town.

If I may quote once more from one of my own books, "Modern Civic Art" describes, as a rule so common as to be almost generally accepted, the principle that the stream banks of a community should be reserved for park development, if their legitimate commercial use permits. Such acquirement "is nearly sure to be picturesque, potentially if not in fact, and has certainly the relief of variety; it is quite likely to be distinctive; and it is frequently, until thus taken charge of, a menace to the health of the community, for it is probably made a dumping ground, if not an open sewer, for the neighborhood. On this account, also, while possessing perhaps the district's greatest chance of beauty, it is a source of ugliness until redeemed. But the ridges of its rising banks are likely to furnish a convenient natural boundary to frame a landscape picture to be here created, while the trans-water view, which is always charming, adds the width of the stream to the apparent park area without removing an equal tract from the slender tax lists of the town or from the habitable area of the crowded city. The reservation affords, too, public access



View up stream from the Pumping Station, near Broadway Bridge.

to a sure current of fresh air, and possibly to a place for water sports. In short, no inland space equally contracted is likely to serve well so many ends."

This presents the general argument. Strong as it is, conditions in Fort Wayne add weight to it in the local application. For a drive and walk along the river—that is, the parking of the strip of river bank—would connect the three principal parks, Swinney, Lawton and Lakeside. Precisely as is the result in a grouping of public buildings, each of these public reservations would itself gain from a connection with the others. Secondly, the parking of a strip of river bank would, if carried far enough, bring park acreage and park entrance close to a long stretch of the city, and some of it would be near the business section. It would throw half way around the city—from its southwest corner, just above Broadway bridge, to its northeast corner, at Walton Avenue bridge, a band of green, in realization of that parkway ideal which is such a feature of modern European city planning. Only there the old dry moats of city walls are utilized, while here the course would be beside beautiful living streams. Even Washington—where, in plans to beautify the capital, the nation is now undertaking river front redemption—has not such a chance as yours.

If the plan is practicable, financially and commercially, it is certainly desirable. Let us see just what would be required.

Suppose we begin with the little pumping station, just south of the Broadway bridge over the St. Mary's river. There is here a small bit of public property, sodded, and commanding a lovely view upstream. There is nothing between the pump house and the bridge except grass and trees—one tree in particular is a noble one—with the stream on one side and the street on the other. There is no reason why the city holdings should not at slight cost be extended to the bridge, with the result that the trees would not be cut down or have advertisements nailed to them. The drive would take the street, and so much of the park is easy.

At the bridge a street car track comes on to Broadway and the highway's adaptability as a good park drive departs. But it happens, too, that the street gradually swings away from the river, and therefore would be denied parkway honors in any case. Between the thoroughfare and the river there are buildings, which some day Fort Wayne will try to get cleared off; but for the present Broadway might be used for the two short blocks to Hartnett Street. Hartnett leads to the river bank, and in a moment one is back to the trees and wild growth, with the St. Mary's dancing—as never saint-named river ought to dance—below in the sunshine. From here there is a long stretch, of a mile or slightly more, to Swinney Park, with no streets near the river. There is ample room here for a parkway drive. It would pass back of the greenhouses, and under trees and through patches of woodland nearly all the way to the crossing of the Wabash railroad. At times the strip would be narrow; again, as in the fine grove just above the railroad, it would widen out. The driveway itself should not be more than twenty feet—a boulevard would ruin the effect desired—and at the strip's narrowest points there would need to be on its east side only land enough to make possible a good screen of growing things. On its west side, the strip would include all the land to the river's edge, and between road and river a romantic footpath should wind in and out among the trees. The grove south of the railroad, with its thin sprinkling of heavy timber, possesses park availability for a section of the city which now has no park near it, but does have many people.

The railroad, one might expect, would impose an obstacle; but it is on an embankment so high that the drive can pass under it by a subway with no difficulty whatever. A dyke will be necessary probably to keep out flood waters, and there will be other places where it may be needed; but Fort Wayne would show poor spirit, if, with such a chance for a drive, it hesitated at the cost of an occasional dyke—which need not be built until the city is ready to build it. Below Taylor Street



Glimpse of a drive in the famous Berkshire Hills of Massachusetts, suggesting the opportunity on the river edge, Fort Wayne.

private property owners have already attempted to save the bank with a concrete retaining wall. It would not cost much to make this look as strong as it probably is, its present appearance doubtless belying its strength.

From here to the Pennsylvania tracks, the way is clear along the top of the dyke. The drive at this point need be no more than a drive, and as such it is likely—with its connections and lack of railroad grade crossings—so to open up and give value to the considerable building tract, that the owners should find it good policy to give the right of way. Happily, the Pennsylvania road also is on an embankment, similar to that of the Wabash, at the point of crossing; and in like fashion the park drive can go beneath the tracks. The elevation here is not quite as great; but the clearance to the top of the rail seems to be about ten and one-half feet, just east of the railroad pumping station. Thus there would be required a dip of only three feet. Emerging from the short subway, one would be in Swinney Park.

As we have seen, the drive from this point to West Berry street has been already made, and as this is written its extension to West Main is probable. Indeed, this can be so easily accomplished that its execution may reasonably be assumed. With its construction there will come, of course, the redemption of that little triangle, of which the glaring billboards make—or seem to make—the terminus of Main Street. The street leads up to them. Before them the city has cleared a space by providing a flat triangle, and therein has even put a bench that one may sit and study them. Behind them, there is the beauty of leaf and flower and sparkling river—but all that they hide. The site is strategic, for the beauty that can be given to this spot will shed its influence far down a traveled thoroughfare.

It is remarkable how far and with what ease the imaginary park drive can be built. From the pumping station at the city line to West Main Street, by the course suggested, is well above two miles, and a two-mile park drive on the edge of a city and penetrating into its built-up sections is a very

*Bill Board at West Main Street Bridge*



St. Mary's river north from Taylor Street Bridge.

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The Nickel Plate Bridges.

extraordinary and enviable possession. One would have to seek many cities to find the opportunity's like. But even this is not all, though for a space beyond West Main Street the course is not as easy. If, however, for a short distance here there are real obstacles to overcome, there should be recollection that the value of this part of the drive far transcends any importance it can have of itself alone—considerable though that would be. Its great value is as a connecting link, tying together the river drives, and making one beautiful and extensive system of the whole. Its cost is properly to be spread over that of the whole drive—so absurdly inexpensive apart from this. The first difficulty is with regard to the Nickel Plate crossing, the width of the trackage here making a subway extremely undesirable, even were there no other objections. I propose that the drive, crossing West Main Street, shall begin to descend, reaching below the first bridge a point that would give to it a twelve-foot clearance beneath the bottom chord of the bridge. As it descends it is to swing into the riverbed, where it will proceed by concrete arches on properly supported steel cross-girders, with brick pavement, until the second bridge has been passed. Then it will turn up the bank again. At the low level, it would be beneath high water. On the water side, I would therefore have a solid concrete coping, three and one-half feet high. This will not shut out the view, and yet it will be high enough to preserve the drive from overflow except under such unusual conditions of high water as may be expected to occur not more than once in a dozen years, and then for only a day or two. To dispose of the water on such an occasion, rare though it would be, there may be left in the coping, if desired, a hole with a removable plug.

As the idea of this drive involves serious questions in engineering, I called into consultation Mr. Charles Carroll Brown, of Indianapolis, a consulting engineer of national reputation, to advise me with reference to the effect of such construction in raising the water level, etc. Mr. Brown personally visited the place, and in a written statement expresses the

opinion that, even if the drive is built on a solid fill, the back water of the river under flood conditions will be raised by it only a fraction of an inch.* It may be added that the Thirtieth Street bridge, over Fall Creek, in Indianapolis, has been so constructed as to permit the carrying out of an exactly similar scheme there, when a contemplated boulevard shall be constructed. It may also be remarked that at Fort Wayne the Nickel Plate railroad, far from opposing such a plan, is likely to welcome its execution because of the further protection thus given to the bridge abutments. Finally, we should note how pleasant a way of going this will offer—its openness, as distinguished from a subway; and the delightful variety lent to the drive by descending for a brief space below the bank, after long continuance on its top; getting close to the water, after seeing it from above; and an entire forgetfulness of the railroad, in the interest and novelty of the new view that will be opened.

Beyond the railroad's second bridge, where the drive turns up on the bank again, the way is comparatively clear for a short distance. The drive would enter a roomy backyard, would cut off the end of a twelve-foot public alley, and so, following the river bank for six hundred feet, reach the alley that leads from Van Buren Street to the river, just north of Superior Street. This would be widened into a park drive, the distance being about fifty yards, and all the present improvements being of very cheap character. There is nothing here that should cause a progressive city to hesitate for a moment, considering the result that will be attained.

At Van Buren Street the way is once more open, the city already owning the beautiful large tract enclosed in the bend

*He figures the maximum discharge of water at the bridge at 15,000 cubic feet per second. Computing the area of the cross section at 3,650 square feet, he finds the proposed drive, if made solid, reducing this nearly twenty per cent. The high water velocity, which he had figured at a little more than four feet a second, is thereby raised to slightly over four and three-quarters feet a second, but he finds that to produce this velocity, the back water is increased only part of an inch.

of the river east of this point. My suggestion is that the drive cut across the southern end, practically following the arc of Michaels Avenue. Up to this point, it will have proceeded so far along the river bank that the variation of brief retirement from the bank will be a pleasant change; thereby, too, the route will be shortened, and the expense of construction reduced. But the main advantage is that the broad meadow will then be left free for use as a children's playground. For this purpose it is admirably adapted. Its location close to homes where play space is limited is ideal, while yet it is so isolated that the shouts of play can never disturb the neighborhood. In any city, it would be hard to find a space more perfectly adapted for playground purposes, from every point of view, than is this.

From Ross Street I would have the drive, for the present, make use of existing Ross and Superior Streets. Happily the house on the northeast corner of Ross and Superior is so well set back that a graceful turn can be substituted for the present acute angle of street intersection, by cutting off the corner with a curve. As this would considerably increase the attractiveness of the location of the house, apparently putting it at the entrance to a park drive, such action should be welcomed rather than opposed.

As the lots become shallow, beyond Fulton Street, the houses naturally become smaller and less expensive. For the most part, beyond Fulton Street, they are one-story frame houses that, even so, have seen their best days. The ultimate and logical development will be the city's acquirement and parking of all this space, amounting to two and one-half blocks, between Superior Street and the river. Then at Ewing Street the drive would swing in close to the river. But with all that Fort Wayne has now to do, my judgment is that this part of the work can well wait. No such enhancement of values can be anticipated for these lots as to involve much loss in so doing, and the use of only three blocks of Superior Street as a link in the river drive will not seriously detract from the drive's

attraction. But at Webster Street, the river being now a considerable distance from the street, the drive ought to turn north on the highway to regain the bank. The lot on the east side of Webster Street is very narrow at that end, so that but little private property will have to be crossed to reach Wells Street, and that little is the back of the lot, with nothing more formidable than an old lumber shed to present an obstacle. Beyond Wells Street, between Wood Avenue and the river, there is a little frame dwelling, a coal yard, and a lime, cement and stone yard—the first industrial occupation of the river bank yet encountered. This will have to be cleared out, and the drive carried right across to Harrison Street. Thence we have the aid of Eureka Avenue. The narrow strip between the avenue and the river should be acquired and cleared, as should the balance of the tract, to Calhoun Street. The rapid encroachment on the stream bed which is here taking place, through filling in, is an interesting and instructive example of the unsightly and menacing operations that may be looked for if such property remains in private hands. Not only would this dangerous work be thus effectually stopped, but the drive would by this means be brought around to Calhoun Street, whence it can easily be swung along the river through the vacant land of the one remaining block before Clinton Street is reached. So would be completed the drive on the right bank of the St. Mary's.

For at Clinton Street the river should be crossed. The concrete bridge is here, and though this falls far short of what it ought to be, it is the only attempt as yet to give Fort Wayne a beautiful bridge. It needs light standards and sidewalks, and its width from parapet to parapet is only about thirty-six feet—or no more than the road itself ought to be. For here the road carries not only the park traffic but the street traffic of an important thoroughfare. However, the sidewalks can probably be swung out on wrought iron brackets with no bad effect, and the bridge—given better approaches—made very presentable and serviceable. But quite apart from the fortun-

ate chance of the presence of a concrete bridge at Clinton Street, this is the natural point for crossing. Here the proposed river drive reaches, in the athletic field and suggested extension of Lawton Park, one of the main parks, of which the greater portion is on the further side. The drive should not enter the athletic field, and beyond that field the plant of the Fuel and Lighting Company practically blocks further progress on the south side. Thus there is not only the pleasant means of crossing here, but it is desirable to cross here, and there is no other way of continuing the drive.

With Lawton Park's extension and improvement, as already discussed, the drive, having crossed the bridge, sweeps into broad park lands. It issues from the park into Spy Run Avenue, whence a boulevarded street should carry it to the edge of the St. Joseph river. Here the land is all open, and the continuation of a drive along the bank, in southern extension of that part of Spy Run Avenue which skirts the bank, is not only easy and desirable, in removing pleasure driving from crowded Spy Run, but will open up the property, tying together the several cross streets which now have connection by Spy Run only, and in its construction removing the danger of overflow. The relief it would give to Spy Run Avenue is much to be desired, the street being only fifty feet wide from property line to property line, and having a car track. It is already dangerous. This drive would take one to the State Street bridge, and so across the river.

On the east side St. Joseph Boulevard now extends nearly the whole way along the river bank. Eventually it should be carried beside the river the entire distance to the bridge, and far up stream above the bridge. This will come with Fort Wayne's larger population and demand for long country drives. But for the present it will be no hardship for one to continue along State Street to the State Institution, and then turn south on the boulevard. This connects now with Egdewater Avenue—of which the development was outlined in the previous chapter—and so is completed the long river

drive to Walton Avenue. Easily secured though it is, the parkway as proposed is one that the finest city in the world might envy. It will cost so little and it will yield much.

Before turning from the rivers, to consider Fort Wayne's further possibilities, a word should be said regarding the greater use of the streams. With popular recognition that the rivers ought not to be utilized as open sewers, and that to lessen their channels by using the banks as dumps is to invite flood damage, they tend—their waterpower being valueless—to become only objects to be looked at. This is good as far as it goes, for doubtless the persistent and quiet influence year by year of a beautiful municipal possession is a potent force for good in the community; but it does not exhaust the rivers' possibilities. There is still a potential social usefulness which, if availed of, would not only cause them to give active pleasure but through such service would greatly increase their beneficent civic influence.

For social use of the rivers by boating, three things are necessary: 1. The water must be comparatively pure—which means that the city's sewage must not enter it. On the populous south and east sides the sewage is now intercepted and carried below the point where boating would begin; but even this is not enough. Under the laws of the State, the State Board of Health may at any time declare that the pollution of the Maumee is a nuisance and menace, and must be stopped. The sewage of the growing north side is discharged into the river within the city limits, creating conditions that must soon rob the Edgewater Avenue dyke of its charm. It is at once necessary to plan for some other disposal of that sewage, and it will be the part of wisdom not to adopt the makeshift of an intercepting sewer—on whichever side—that will simply carry it further down stream. True civic economy suggests a comprehensive study of the whole situation and the adoption of a modern disposal plan, which will obviate expenditures for a system which the State Board of Health may at any time order undone. 2. The rivers must have in summer a sufficient depth

of water ; and, 3, the beauty of both banks—not of one alone—must be preserved. The latter requirement is essential, indeed, to the scenic attractiveness of the proposed drive. Fortunately, the conditions in this respect are such—assuming the recommended extension of Swinney Park to be secured—that there need be little anxiety on this score, if the drive is constructed. Perhaps the most serious danger to be apprehended, if, the city controlling the land opposite Swinney Park, building operations have not to be dreaded, is that bill boards will be placed on those banks which are not controlled. The advertiser is not usually a respecter of natural beauty, and the board to which I have already referred—at the east end of West Main Street bridge—or the board which one passes on the lovely bank of the old canal en route to Robison Park, should give warning to the municipality of the importance of safeguarding any investment it may make on one bank by securing control of the opposite bank. I note that under State law (Section 149, Chapter 129, Laws of 1905) the park commissioners have power “to prevent the deposit or maintenance of unsightly or obnoxious material in or along” rivers and streams, and to “provide for the protection of the banks thereof.” This would seem to bestow the needed authority. In the case of the St. Mary’s west bank, from Bluffton Road to Swinney Park, where as yet the land is all undeveloped, a strip should be reserved for a balancing park drive.

The maintenance of a sufficient water level in the rivers during the dry season might seem a difficult problem, owing to the torrential character of the streams. But folding dams will accomplish this readily. The lower of them—if there be more than one—should be at some favorable point between the Columbia and Walton Avenue bridges. As I said in discussing Lawton Park, several varieties of such dams are made, all of which will lie prostrate in the river bed, allowing the flood waters to pass unobstructed over them ; while, when the water is low, they can be lifted—in whole or in part, as the case may need—to raise the water level. With this done the rivers will



Some of the west bank of the St. Mary's river above Sweeney Park.

be available for canoes, if not for larger boats; Swinney and Lawton Parks will be still more closely knit together in social usefulness—indeed, a motor boat line may be established between them; and there will be added a powerful new factor to the pleasure and healthfulness of life in Fort Wayne. Think what it will mean to you who live in Fort Wayne, to be able to use the rivers, and to have them sweet and beautiful!

Leaving now the rivers and turning southward, Walton Avenue, to which the river drive has brought us, is the only through cross-town thoroughfare east of Clinton Street. This is an unfortunate condition, not easily to be corrected, and it is going to throw so heavy a traffic upon Walton Avenue that the avenue will not be well adapted to serve as a park connection. But as a matter of fact, the distance from the north bank of the Maumee to Weiser Park is so great, and Weiser will be so slightly developed for driving, that there will not be much strictly park travel between the two. Such as there is, however, would naturally take this one direct way; and the street, which has some elements of unusual interest—in crossing the river and passing the grounds of Concordia College—and which is still all undeveloped, should be treated with its destiny in view. That is to say, to exceptional degree Walton Avenue ought to be developed with thought of its community value, rather than as a local thoroughfare. Such consideration involves special regard for its paving, for its tree-planting and parking, and for the prompt abolition on this street of the railroad grade crossings. Its distance from the center of the city gives no just indication of the degree of usefulness it will have.

I have said that Weiser Park is not likely to be a driving attraction. Most of the pleasure driving will turn west from Walton to the residence section. If it uses Pontiac Street it will pass the beautiful quarter just east of Hoagland Avenue, and so on to Fairfield.

There is need of a connection that shall be direct and beautiful between Fairfield, in this portion the town's show



Canoing on the river at Rochester, N. Y.—Genesee Valley Park.



Canoeing on the River at Rochester, N. Y.—Genesee Valley Park

residential street, and the system of drives and parks that begins at the St. Mary's river, only half a mile away. In Nuttman Avenue the opportunity for this is offered with extraordinary ease. West from Fairfield, the avenue skirts a bit of beautiful woodland; at Beaver Avenue it makes a jog, continuing west from there on a line some forty feet south of the line the other portion of the avenue has followed. For its whole extent Nuttman Avenue passes through territory that is still practically virgin. By extending the northern section west on its own line, and the more southern section east on its line, we shall create a parkway enclosing between its divided roadways a broad parking strip covered with beautiful trees. If the width of this parkway were 120 feet, the space might well be divided as follows: Two feet from the property line a six-foot walk, then eight feet of greensward; a twenty-four foot road, and a middle park strip forty feet wide; beyond this the divisions balancing those already named. This would make a beautiful and worthy connection between the river drive and Fairfield Avenue, and there is no reason to doubt that there would result a demand for the property abutting on it that would at once give to the property a value easily paying for the improvement through its larger tax returns.

With the proposal of this parkway there is completed the circuit of the city—and a very noble and beautiful circuit it is, and attainable now at strangely little expense, considering how close it lies around the built-up portion of the city. It is an opportunity well calculated to inspire the citizens to accomplishment, as I believe that it is doing.

It is to be hoped that while the community will construct the links needed to secure this river drive, private beneficence may come forward to bestow, on a city which would thus be proving itself so worthy of assistance, the great country drive and park that lies at its door waiting utilization. This would stretch along the St. Mary's river, continuing southward the city drive—widening here and there to enclose wooded picnic groves, canoeists' goals, bird rendezvous, and lovers' shelters—

up one side and down the other, from the pumping station above Broadway bridge to Stellhorn's bridge, under noble oaks the whole way. It would be a unique and beautiful attraction, of ever growing interest and value. It offers, at no prohibitive expense, an opportunity to some philanthropist—or philanthropists, for the drive on each side might be given by a different citizen—a chance to erect to himself a monument that would increase in beauty and popular appreciation with the lapse of time; to do a really great thing for his city, that would make his name forever loved and remembered there; and, if it chances that he has made his money in Fort Wayne, to do for the community as it has done for him and his.

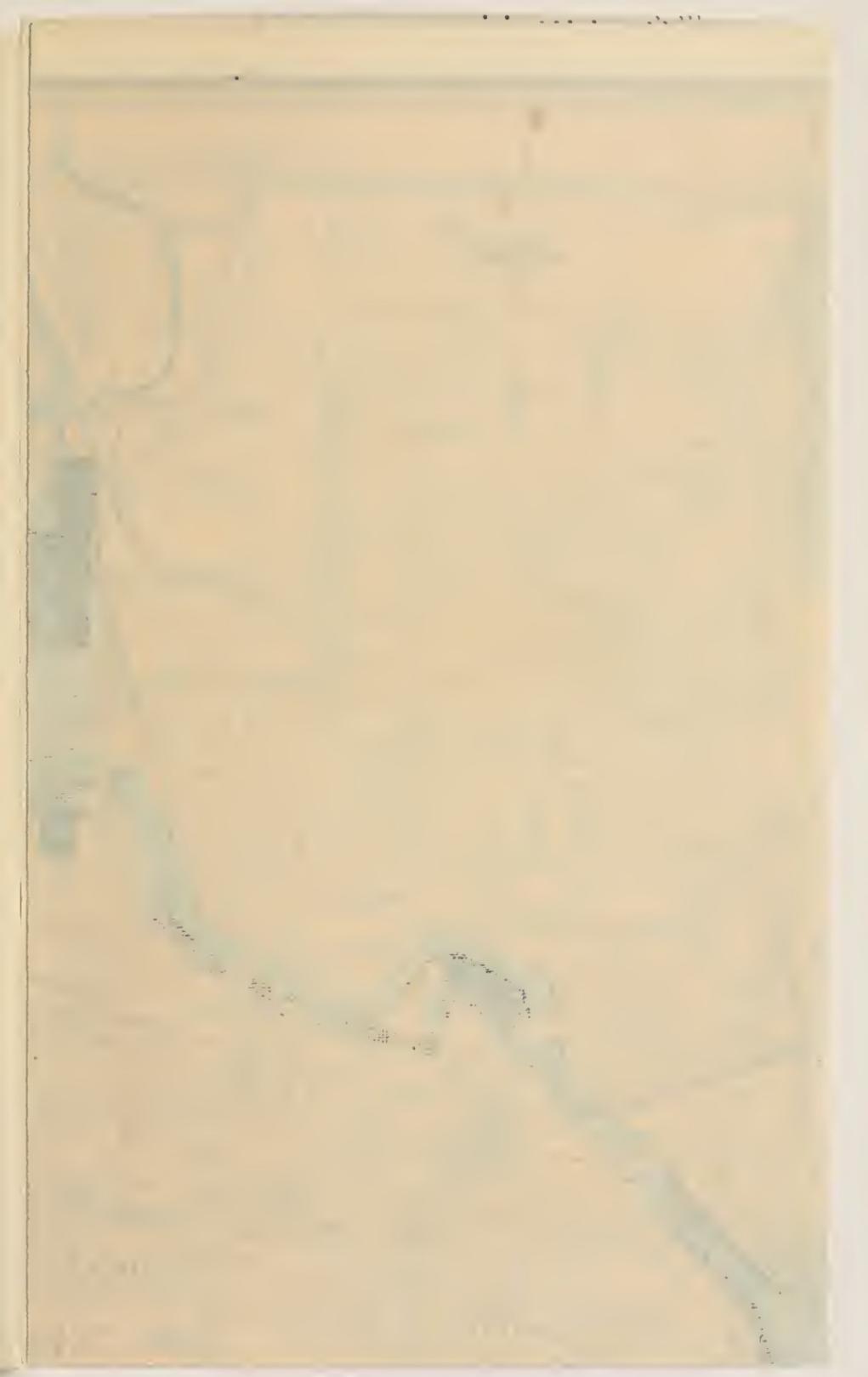


*In the shadows of Birdland Drive. A park on the river bank in Des Moines.
Note the beauty of the name as well as of the scene.*

The provision of parks and drives through private beneficence, is an increasingly popular expression of civic spirit, but not often are the conditions for it so favorable as in this particular case. But let me add a word of suggestion, if any one contemplates this gift. The donor should make it during his



River view near Fort Wayne.



References

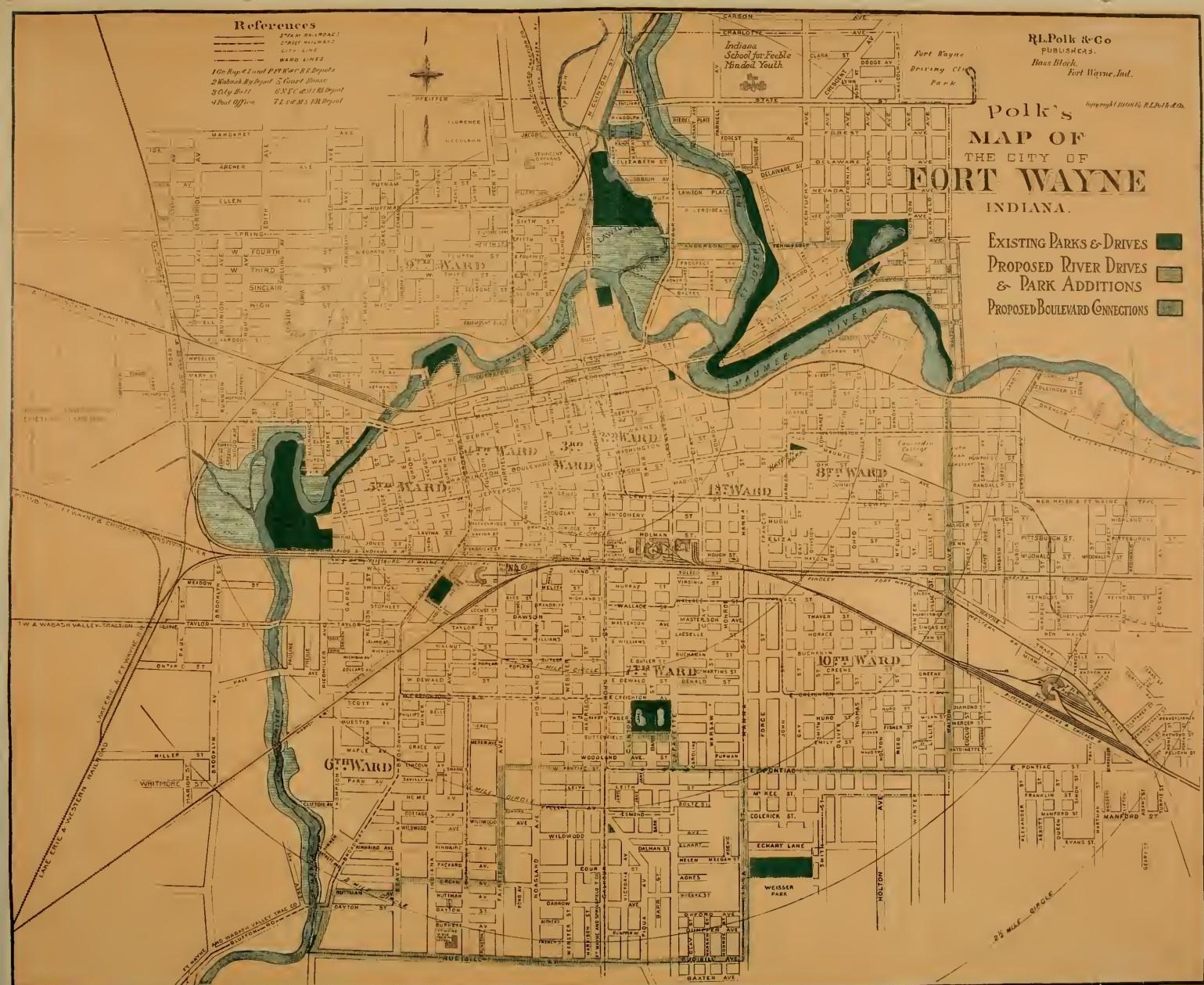
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STREET RAILWAY
CITY LINE
WARD LINES
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2d Wabash Report 5 Court House
3d City Bell O.S.T. & C.R. Report
Post Office T.E.M.S. 10th Report

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INDIANA.

EXISTING PARKS & DRIVES
PROPOSED RIVER DRIVES
& PARK ADDITIONS
PROPOSED BOULEVARD CONNECTIONS



life, that he may have the joy of developing it, and the pleasure and reward of watching the happiness its use will bring to all classes of citizens. To wait until he dies before making the gift available, would be greatly to rob himself.

Fifteen or twenty years hence the drive may even be extended further—but that will be another generation's chance. It is enough today to dream of such a round-trip six-mile drive. To simplify the making of the gift, the Park Commission should secure the authority, unless it already has it, to condemn property outside the city limits for park purposes. This would be a reasonable request on the commission's part and it may well do all it can to make easy such a gift.

In the other direction, down the Maumee, there is now a beautiful drive, which well illustrates what that up the St. Mary's may be.



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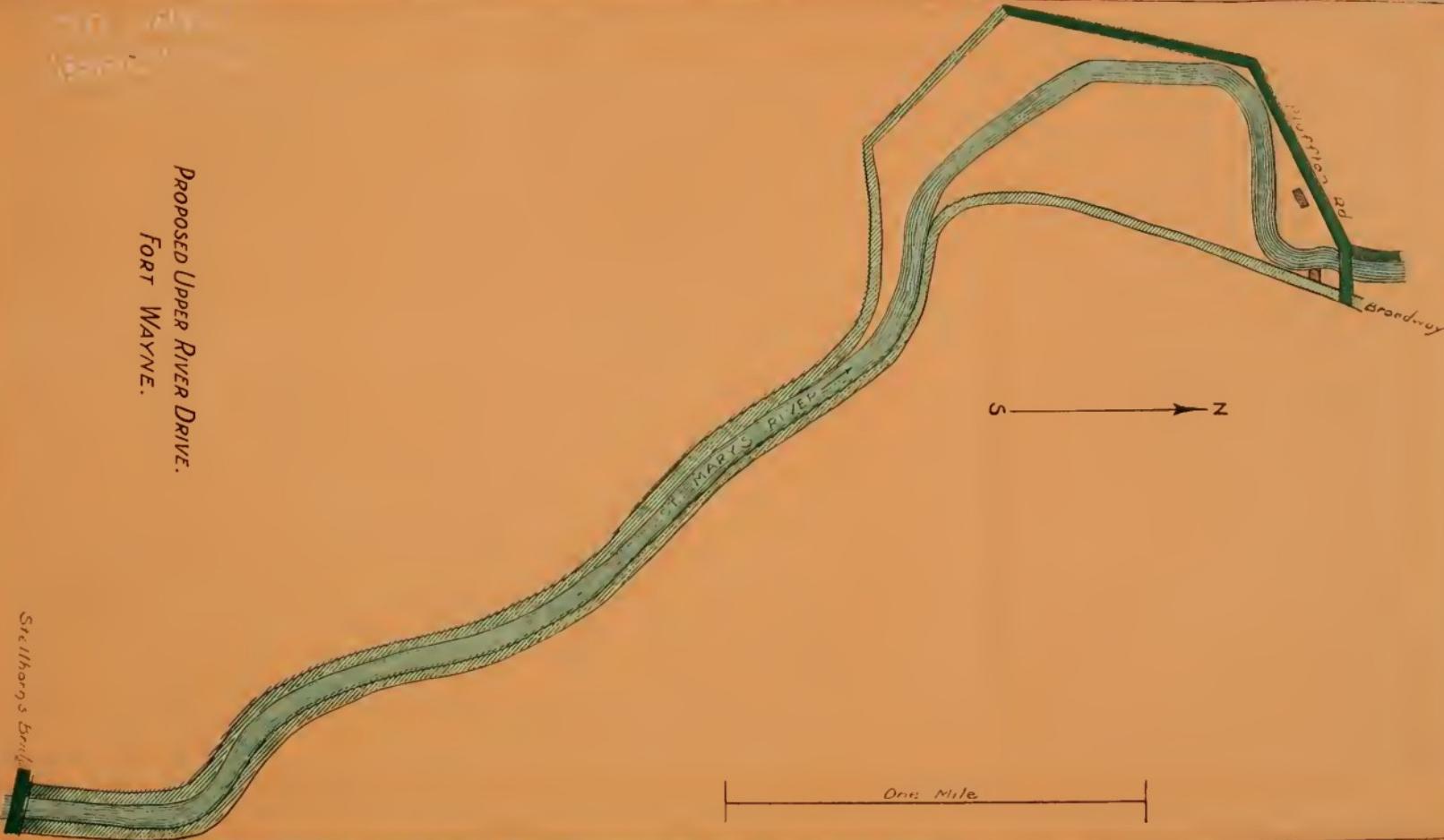
A bit of the drive beside the Maumee.

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*PROPOSED UPPER RIVER DRIVE.
FORT WAYNE.*



CONCLUSION.

There is temptation to add a few words in summary, for there has been unfolded a long program of diverse undertakings. It is no small matter to recast a city—readjusting it to its higher destiny, and shaping it for a greater trade and industry and larger population than had been foreseen. But the very need of so doing is inspiring and calculated to give courage; and today, in the competition of cities for a wholer civic life, and the better community spirit that goes with better living, the city that dares is the city that wins.

In Boston, an all-embracing movement has been started with the purpose of making Boston by 1915 just what Boston ought to be. It is called the 1915 movement, and a program of achievement has been mapped out for each of the preceding years, so that each one shall surely see the goal appreciably nearer. The leaders of finance, of business, of labor, and of the professions are shoulder to shoulder in the effort. That is a good thing to do, and yet I would caution you against setting your gaze too far ahead. There must be insistence on the opportunity of the present, on the achievement of this month and year—of Nineteen Hundred and Now, as Edward Everett Hale expressed it. Fort Wayne cannot do at once all the things herein suggested; the Report does look years ahead. But there should be realization that each month's delay means greater difficulty in accomplishment; all that can be done should be done quickly. Speaking generally, the most urgent work is the acquisition of needed lands. Development, as already in the matter of your parks, can follow more slowly.

Financially, Fort Wayne is exceptionally well able to act quickly and with energy, in order that she may make real the new dreams of a better future. I have been looking over the financial statements of a selected list of cities, having populations of between 50,000 and 65,000. Included in the list—the figures being those of 1906—are such typical and far scattered



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municipalities as Schenectady, N. Y.; San Antonio, Texas; Evansville, Ind.; Waterbury, Conn.; Salt Lake City; Harrisburg, Pa.; Tacoma, Wash., and Holyoke, Mass. In this prepared list of prosperous and progressive municipalities, there are named only two cities that have funded debts of less than two million dollars—the smallest debt reported is \$1,825,000—and there are several in which the debt exceeds four millions. Fort Wayne, with a larger population than any of them, has a funded debt of only \$589,900, and against that has \$91,000 in the sinking fund! Putting the matter another way, and turning to the Census Report for 1906, in which every city is given, I find that the city with population nearest at that time to Fort Wayne's, was Holyoke, Mass., it having about a hundred and fifty fewer people; that the per capita debt obligation, less sinking fund assets, amounted then in Fort Wayne to \$16.68—it is less than half of that now—and in Holyoke to \$51.30; that of the eighty-seven cities of the United States with a larger population than Fort Wayne, only four had as small a per capita debt as her's, and that of the first twenty with a smaller population only two did not have a larger per capita debt. As compared with rivals, Fort Wayne is thus in a position to do a great deal. The per capita debt of Kansas City, Kas., at that time was \$39.32, "which," says a statement issued by the business men's club of that city, is "less than most cities of the same class." The total debt was then over one and a half millions, and is now about \$2,175,000, as compared with the half million in Fort Wayne; but the bulletin of that energetic organization prints with approval, after the debt statement, these words: "Every time we improve our city we help to increase its population. I believe that as a business proposition a judicious outlay of three or four million dollars for improvements in this city would be a splendid investment." That is the spirit that brings things to pass. Kansas City, Kas., is a type of a large class of cities that are in competition with you, and that, without half so favorable an opportunity financially as has Fort Wayne, are daring and doing more.

I have spoken of the money aspect of the question of improving Fort Wayne, because it was sure to be brought up. But the more important consideration is not financial at all. It is the question whether the people who live in Fort Wayne have the wish, the grit, the love for their city and faith in it, to make of it what it can be made so easily—the workshop, convenient and wholesome, facilitating and drawing business; the home, affording opportunities for healthful exercise and pleasure, and bringing beauty into the common life—whether, in short, the community really means what it says, and puts heart in its slogan.

Fort Wayne With Might and Main.

In the recently submitted Report of the Metropolitan Improvements Commission for Boston, there is this true statement: "The mental attitude of the citizens of any community towards its growth and future prosperity is an element of no mean importance in the shaping of its destiny. Confidence and civic courage have frequently had the power to achieve that which doubt and hesitation would have rendered an impossibility."

Respectfully submitted,

CHARLES MULFORD ROBINSON.

Sept. 28, 1909.

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